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West Sacramento General Plan

Final environmental impact report

The City Of
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General Plan



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Environmental Impact Report

CITY OF WEST SACRAMENTO

GENERAL PLAN

FINAL ENVIRONMENTAL IMPACT REPORT

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INTRODUCTION

The City of West Sacramento *General Plan* is the result of over two years of work by a multi-disciplinary consultant team, City staff, the West Sacramento Planning Commission, and the West Sacramento City Council. This *Final Environmental Impact Report (Final EIR)* documents the environmental considerations incorporated into the process of preparing the *General Plan* and evaluates the environmental effects and implications of the plan.

Preparation of a draft and final environmental impact report is mandated by the California Environmental Quality Act (CEQA). Detailed requirements concerning content and process are set forth in the California Administrative Code, Title 14, Chapter 3: *Guidelines for Implementation of the California Environmental Quality Act* (hereinafter referred to as *State CEQA Guidelines*).

The *State CEQA Guidelines* provides the following general directions concerning the coordination of planning and environmental impact assessment:

§15080. General.

To the extent possible, the EIR process should be combined with the existing planning, review, and project approval process used by each public agency.

The *State CEQA Guidelines* provide for combining the EIR with the general plan as follows:

§15166. EIR as Part of a General Plan.

- (a) The requirements for preparing an EIR on a local general plan, element, or amendment thereof will be satisfied by using the general plan, or element document, as the EIR and no separate EIR will be required, if:
 - (1) the general plan addresses all the points required to be in an EIR by Article 9 of these Guidelines; and
 - (2) the document contains a special section or a cover sheet identifying where the general plan document addresses each of the points required.

In accordance with these two sections of the *State CEQA Guidelines*, and in an effort to minimize repetition of information, four separate *General Plan* documents are being used to satisfy the requirements for an EIR. These are: 1) the *General Plan Policy Document*; 2) the *General Plan Background Report*, which describes existing conditions and trends in West Sacramento; 3) the *General Plan Issues and Options Report*, which was prepared prior to the *Draft General Plan Policy Document* and describes planning issues and policy, program, and land use options; and 4) this *Final Environmental Impact Report*, which assesses the environmental effects of the *General Plan*. Together, these four documents address all the issues required to be addressed in an EIR. Appendix A describes where all the issues required in an EIR are addressed in the various *General Plan* documents.

In addition, two other *General Plan* documents provide information relevant to a full understanding of the implications of the *General Plan*. The *General Plan Fiscal Analysis* provides analysis of the implications of the *General Plan* in terms of costs and revenues to the City over time. The *Major Projects Financing Analysis* identifies in detail major traffic, water, sewer, and drainage improvements required to support the proposed land uses in the *General Plan*, identifies when they will be needed, assesses the financial burden on land uses to fund these improvements, and describes sources and techniques available to finance these improvements.

PURPOSES OF CEQA AND EIRS

The purposes of CEQA (and thus EIRs) are summarized in Article 1 of the *State CEQA Guidelines*. Article 1 reads, in part, as follows:

§15002. General Concepts.

(a) Basic Purposes of CEQA. The basic purposes of CEQA are to:

- (1) Inform governmental decision makers and the public about the potential, significant environmental effects of proposed activities.
- (2) Identify ways that environmental damage can be avoided or significantly reduced.
- (3) Prevent significant, avoidable damage to the environment by requiring changes in projects through the use of alternatives or mitigation measures when the governmental agency finds the changes to be feasible.
- (4) Disclose to the public the reasons why a governmental agency approved the project in the manner the agency chose if significant environmental effects are involved.

Subsection (f) of this section summarizes the purpose and content of an EIR:

(f) Environmental Impact Reports and Negative Declarations. An environmental impact report (EIR) is the public document used by the governmental agency to analyze the significant environmental effects of a proposed project, to identify alternatives, and to disclose possible ways to reduce or avoid the possible environmental damage.

- (1) An EIR is prepared when the public agency finds substantial evidence that the project may have a significant effect on the environment. (See §15064(a)(1).)

Subsection (g) summarizes the concept of "significant effect":

(g) Significant Effect on the Environment. A significant effect on the environment is defined as a substantial adverse change in the physical conditions which exist in the area affected by the proposed project. (See §15382). Further, when an EIR identifies a significant effect, the government agency approving the project must make findings on whether the adverse environmental effects have been substantially reduced or if not, why not. (See §15091.)

The express purpose of an EIR is further elaborated in Section 15121:

§15121. Informational Document.

(a) An EIR is an informational document which will inform public agency decision makers and the public generally of the significant environmental effect of a project, identify possible ways to minimize the significant effects, and describe reasonable alternatives to the project. The public agency shall consider the information in the EIR along with other information which may be presented to the agency.

- (b) While the information in the EIR does not control the agency's ultimate discretion on the project, the agency must respond to each significant effect identified in the EIR by making findings under Section 15091 and, if necessary, by making a statement of overriding considerations under Section 15093.
- (c) The information in an EIR may constitute substantial evidence in the record to support the agency's action on the project if its decision is later challenged in court.

TYPES OF EIRS

The precise format for the EIR is not dictated by CEQA or the *State CEQA Guidelines*, but is left to the discretion of the lead agency preparing the EIR. Several types of EIR or alternatives for formatting EIRs are described in the *State CEQA Guidelines*. Of particular relevance to a general plan EIR are Program EIRs and Master Environmental Assessments (MEAs).

The *State CEQA Guidelines* describes a Program EIR as follows:

§15168. Program EIR.

- (a) General. A program EIR is an EIR which may be prepared on a series of actions that can be characterized as one large project and are related either:
 - (1) Geographically,
 - (2) As logical parts in the chain of contemplated actions,
 - (3) In connection with issuance of rules, regulations, plans, or other general criteria to govern the conduct of a continuing program, or
 - (4) As individual activities carried out under the same authorizing statutory or regulatory authority and having generally similar environmental effects which can be mitigated in similar ways.

The *State CEQA Guidelines* describes a Master Environmental Assessment as follows:

§15169. Master Environmental Assessment.

- (a) General. A public agency may prepare a Master Environment Assessment, inventory, or data base for all, or a portion of, the territory subject to its control in order to provide information which may be used or referenced in EIRs or Negative Declarations. Neither the content, the format, nor the procedures to be used to develop a Master Environmental Assessment are prescribed by these Guidelines. The descriptions contained in this section are advisory. A Master Environmental Assessment is suggested solely as an approach to identify and organize environmental information for a region or area of the state.

The chief advantage of Program EIRs and MEAs is that they can be used to streamline CEQA compliance for a broad range of subsequent projects. Program EIRs or MEAs can be used as the basis for preparing initial studies on individual projects; they can be used as the basis for issuing negative declarations on individual projects; and they can be referenced in subsequent EIRs to

address major and cumulative impacts of projects, allowing project-level EIRs to focus on more site-specific impacts. Preparing a Program EIR or MEA does not obviate the need for environmental analysis on individual projects, but it can expedite and simplify subsequent environmental reviews under CEQA.

For these reasons, this EIR has been organized and is intended to be used as both a Program EIR and a Master Environmental Assessment.

ORGANIZATION OF THIS DOCUMENT

The main body of this *Final Environmental Impact Report* is divided into nine chapters, each discussing a different set of environmental considerations. These nine chapters are organized as follows:

Chapter I describes the process used to prepare the *General Plan*, outlines the key features of the *General Plan*, and summarizes the environmental effects of the draft plan.

Chapter II summarizes the assumptions used in developing the buildout calculations upon which much of the rest of the assessment is based.

Chapter III evaluates the land use, housing and population implications of the plan.

Chapter IV assesses transportation impacts.

Chapter V reviews public facility and service impacts.

Chapter VI assesses the plan's impact on recreational and cultural resources.

Chapter VII examines the plan's impacts on natural resources.

Chapter VIII reviews health and safety implications of the plan.

Chapter IX addresses mandatory EIR sections, including alternatives, short-term versus long-term uses, significant irreversible effects, growth-inducing impacts, and cumulative impacts.

Appendices: Several technical appendices include materials which are essential to a full understanding of the EIR.

For each subject addressed in Chapters III through VIII, the discussion is broken into the following four parts:

- 1. Implications of the General Plan Land Use Diagram:** This discussion contains a brief summary of the conditions which would result from development of the land uses shown on the *General Plan Land Use Diagram* without consideration of the policies and programs included in the *General Plan Policy Document*. This section also discusses the assumptions and methodology used to identify implications and to assess impacts. The reader should note that, in most cases, impacts are characterized in "worst case" terms (i.e., as if the total development potential were realized immediately).
- 2. General Plan Policy Response:** This section outlines policies from the *General Plan*

Policy Document which address the subject being discussed. While this discussion focuses primarily on policies which respond directly to the potential negative implications of the *Land Use Diagram*, it also in some cases identifies policies which are not simply mitigative in nature, but are designed to ultimately result in beneficial impacts.

3. **Impacts:** This section describes any negative environmental impacts of the *Land Use Diagram* which would remain unresolved or potentially unresolved by the policies contained in the *Policy Document*. This discussion includes an assessment of the severity of the impact, including a conclusion as to whether the impacts are considered significant according to *CEQA*. The impacts are characterized as "significant," "potentially significant," "less-than-significant," or "not significant for purposes of *CEQA*."
4. **Mitigation Measures:** This section identifies mitigation measures that could lessen or eliminate negative environmental impacts identified as "significant" or "potentially significant" according to *CEQA* standards, or, in some cases, to provide additional mitigation for impacts that are considered "less-than-significant."

CHAPTER I

PROJECT DESCRIPTION AND IMPACT SUMMARY

A. INTRODUCTION

This chapter describes the process used to prepare the *General Plan*, outlines the key features of the *General Plan*, and summarizes the environmental effects of the plan.

B. THE GENERAL PLAN PREPARATION PROCESS

This EIR assesses the environmental impacts of the City of West Sacramento's first general plan. Prior to incorporation, land use in the area of West Sacramento was governed by the *Yolo County General Plan*. Upon incorporation, the City adopted on an interim basis the *Southport Area Plan* and the Land Use Element of the *East Yolo Area General Plan* as its official general plan. Upon its adoption, this plan replaces these interim documents as the official guide for development in West Sacramento.

The City's General Plan Program was initiated in December 1987 when the City retained a multi-disciplinary consulting team headed by J. Laurence Mintier & Associates to assist the City in its general plan effort. The first step in the process was preparation of a *Community Concerns Summary Report* based on a townhall meeting in January 1988, a series of interviews with City officials and community groups, and responses to a widely distributed survey form.

As the foundation for policy development, the consulting team subsequently prepared a detailed *Background Report* describing existing conditions and trends in West Sacramento. The *Background Report* includes chapters on land use, housing, population, economic conditions and fiscal considerations, transportation and circulation, public facilities and services, recreational and cultural resources, natural resources, health and safety, and urban structure and design. A chapter on child care was subsequently added. The report also includes the *Community Concerns Summary Report* as an appendix.

The next major step in the process was to identify key issues and options for the general plan and summarize them for public review. These issues and options focused on what the consulting team believed would be the most important policy, program, land use, circulation, and development concerns to be addressed in the general plan. The issues and options identified by the consulting team were based largely on the *Community Concerns Summary Report* and on the *Background Report*. They were, however, also the result of extensive discussions among consulting team members and with City officials, other public agencies, industry groups, property owners, developers, community groups, and individual citizens.

Following its release, the *Issues and Options Report* was reviewed for the public at two townhall meetings in September 1988 and considered by the Planning Commission and City Council in an extensive set of hearings and workshops. During October and November 1988, the Planning Commission met five times to review the *Issues and Options Report* and receive public testimony. The City Council in turn held four meetings during November and December 1988 to review the *Issues and Options Report* and receive public testimony. On December 21, 1988, the City Council made its final recommendations on the *Issues and Options Report*. For each issue discussed in the *Issues and Options Report*, the City Council picked one or more options, in some cases combining options and in other cases modifying the options.

Based on the City Council's direction and in cooperation with City staff, the consulting team prepared the draft goals, policies, and implementation programs and land use and circulation

diagrams constituting the *Draft Policy Document* of the *General Plan*. At the same time, the consulting Team prepared a *Draft Environmental Impact Report* (DEIR) to meet the requirements of the California Environmental Quality Act (CEQA) and a *Draft Fiscal Analysis* and *Draft Major Projects Financing Analysis*. These documents were released for public review during April, May, and June 1989.

During April to August 1989, the Planning Commission met eight times to review the various General Plan documents and receive public testimony. Subsequently, during August to December, 1989, the City Council met 17 times to review the various General Plan documents and receive public testimony.

Based on the direction set out by the City Council in December 1989, the consulting team revised the General Plan documents. Following public hearings by the Planning Commission and City Council in April the City Council adopted the General Plan on May 3, 1990.

Throughout the general plan preparation and review process the City made every effort to notify the public and community groups of opportunities to be involved in the process. Public hearings and meetings were formally noticed in local newspapers; the City made several direct mailings to West Sacramento property owners and organizations; the City mailed a *General Plan* brochure, including a *Draft Land Use Diagram*, to every West Sacramento household and business in September 1989; and West Sacramento newspapers regularly carried topical articles on the progress of the General Plan Program.

C. GENERAL PLAN SUMMARY

The *West Sacramento General Plan* consists of two documents: the *General Plan Background Report* and the *General Plan Policy Document*. The *General Plan Background Report* inventories and analyzes existing conditions and trends in West Sacramento. The *Background Report*, which provides the formal supporting documentation for general plan policy, addresses eleven subject areas: land use; housing; population; economic conditions and fiscal considerations; transportation and circulation; public facilities and services; cultural and recreational resources; natural resources; health and safety; urban structure and design; and child care. The *Background Report* also includes as an appendix the *West Sacramento General Plan Community Concerns Report* prepared following the issue identification process carried out in the Spring of 1988.

The *General Plan Policy Document* includes goals, policies, standards, implementation programs, quantified objectives, a land use diagram, and a circulation plan diagram, which collectively constitute the formal policy of the City of West Sacramento for land use, development, and environmental quality. The following definitions describe the nature of the statements of goals, policies, standards, implementation programs, and quantified objectives as they are used in the *General Plan Policy Document*:

Goal: *The ultimate purpose of an effort stated in a way that is general in nature and immeasurable.*

Policy: *A specific statement in text or diagram guiding action and implying clear commitment.*

Standard: *A specific, often quantified guideline, incorporated in a policy or implementation program, defining the relationship between two or more variables. Standards can often translate directly into regulatory controls.*

Implementation Program: *An action, procedure, program, or technique that carries out general plan policy. Implementation programs also specify primary responsibility for carrying out the action and a time frame for its accomplishment.*

Quantified Objective (housing only): *The number of housing units that the City expects will be constructed and the number of households the City expects will be assisted through Housing Element Programs during the time frame of the Housing Element.*

The *General Plan Policy Document* is divided into two main parts. Part I contains a description of the land use designations appearing on the diagram of proposed land use and standards of population density and building intensity for the various land use designations. Part I also contains a diagram depicting the proposed circulation system, a description of the street classification system, and a set of street cross section standards.

Part II of the *Policy Document* contains explicit statements of goals, policies, standards, implementation programs, and quantified objectives. Part II is divided into sections roughly corresponding to the organization of issues addressed in the *General Plan Background Report*. These are: I. Land Use; II. Housing; III. Transportation and Circulation; IV. Public Facilities and Services; V. Recreational and Cultural Resources; VI. Natural Resources; VII. Health and Safety; VIII. Urban Structure and Design; IX. Child Care; and X. Administration and Implementation.

Each section includes several goal statements relating to different sub-issues or different aspects of the issue addressed in the section. For each goal statement there are several policies which amplify the goal statement. Implementation programs are listed at the end of each section and describe briefly the proposed action, the agencies or departments with primary responsibility for carrying out the program, and a specified time frame for accomplishing the program. The housing section also includes a statement of quantified housing objectives as required by state housing element law.

D. DIFFERENCES BETWEEN THE DRAFT AND FINAL EIRS

The *Final EIR* has been prepared in the form of a revised version of the *Draft EIR*. The *Final EIR* differs from the *Draft EIR* in the following respects:

- The *Final EIR* assesses the final *General Plan*, which includes changes to the goals, policies, implementation programs, *Land Use Diagram*, and *Circulation Plan Diagram* that appeared in the *Draft General Plan*. The changes reflect direction given by the City Council in December 1989 based on comments received during the public review process, the recommendations of the Planning Commission, and review and consideration of the *Draft EIR*, *Draft Fiscal Analysis*, and *Draft Major Projects Financing Analysis*.
- The *Final EIR* reflects the use of buildout assumptions that differ slightly from those used in the *Draft EIR*, based on further discussions with City staff, developers, and planners in other Northern California communities concerning intensities typical of the type of development likely to occur in West Sacramento under the *General Plan*. For example, assumed floor-area ratios for most commercial and industrial land use designations are slightly lower than those contained in the *Draft EIR* (e.g., 0.25 instead of 0.30). In some cases, deductions were also made for streets and roads in large tracts of undeveloped land designated for commercial or industrial uses. The *Final EIR* also uses square-foot-per-employee assumptions for commercial and industrial development that differ slightly from those used in the *Draft EIR*.

- The *Final EIR* incorporates updated or revised information on current conditions not available when the *Draft EIR* was prepared. Generally, this new information is reflected in the final version of the *General Plan Background Report*.
- The impact analysis in the *Final EIR* has been expanded or revised in several areas to address comments received on the *Draft EIR* during the public review process.
- The *Final EIR* includes a list of those persons and organizations that commented on the *Draft EIR*, copies of their comments, summaries of their comments, and responses to their comments.

Appendix G of the *Final EIR* summarizes the differences between the *Draft General Plan* and the final *General Plan*. Despite the differences between the two plans, the environmental impacts of the two plans are very similar. In some areas, because of changes in the final *General Plan*, the *Final EIR* finds reduced impacts from those described in the *Draft EIR*.

E. IMPACT SUMMARY

As described in the introduction, the *Final EIR* assesses the implications within each subject/category (e.g., sewer, agricultural lands, flooding) of the *General Plan Land Use Diagram* without consideration of the policies and programs contained in the *General Plan Policy Document*. The *Final EIR* then describes the policies contained in the *General Plan Policy Document* that address any negative implications of the *Land Use Diagram*. Next, the *Final EIR* assesses the impacts of the combination of the *Land Use Diagram* and the policies contained in the *General Plan Policy Document* to reach a determination concerning the level of significance of impacts for CEQA purposes. Finally, the *Final EIR* identifies mitigation measures to address any remaining adverse or potentially adverse impacts.

The *Final EIR* concludes that only in three areas will the *General Plan*, taken as a whole, result in significant impacts or potentially significant impacts.

First, in the area of schools, the *Final EIR* concludes that given the uncertain availability of state funding for schools and the inadequacy of impact fees to fully cover the costs for new school facilities, financing to support the construction of new school facilities is not guaranteed using these funding mechanisms. If the need for new school facilities resulting from new development under the *General Plan* cannot be addressed due to inadequate financing, serious overcrowding and deterioration in the quality of schools could conceivably occur. The impacts of new development under the *General Plan* could, therefore, have a potentially significant impact on school facilities in West Sacramento.

Second, the *Final EIR* also identifies the loss of productive agricultural land through urbanization as a significant impact. This impact cannot be mitigated without designating less land for conversion to urban uses.

Third, the *Final EIR* concludes that development under the *General Plan* will have a significant impact on regional air quality. Because the Sacramento region is already in nonattainment of federal and state air quality standards, any new development in the region will contribute to regional air pollutant emissions and will further delay attainment of federal and state standards. While the *General Plan* includes policies which would commit the City to contributing at least its fair share to regional attainment of air quality standards, increased emissions resulting from new development cannot be reduced to a less-than-significant level without designating no additional land for urban development.

CHAPTER II

ASSUMPTIONS AND BUILDOUT CALCULATIONS

A. INTRODUCTION

This chapter summarizes the new development potential that would be allowed under the *General Plan* and the assumptions upon which these buildout calculations are based. These buildout calculations are in turn used as the basis of much of the impact assessment in the rest of this report.

B. RESIDENTIAL INTENSITY, POPULATION DENSITY, AND BUILDING INTENSITY ASSUMPTIONS

The following general assumptions concerning residential intensity, population density, and building intensity were used in developing calculations of buildout potential under the *General Plan*. For each land use designation, the *General Plan Policy Document* specifies either a range of residential intensities or a maximum floor-area ratio (FAR).

Standards of building intensity for residential uses are stated as the allowable number of dwelling units per gross acre. The assumed average number of persons per dwelling unit for each residential designation has been extrapolated from estimates by the California Department of Finance for the city of West Sacramento.

Standards of building intensity for non-residential uses are stated as maximum floor-area ratios (FARs). An FAR is a ratio of the gross building square footage permitted on a lot to the net square footage of the lot. For example, on a site with 10,000 net square feet of land area, an FAR of 1.0 will allow 10,000 gross square feet of building floor area to be built. On the same site, an FAR of 1.5 would allow 15,000 square feet of floor area; an FAR of 2.0 would allow 20,000 square feet; and an FAR of 0.5 would allow 5,000 square feet.

The buildout assumptions (i.e., dwelling units per acre, FAR) used in this EIR are, however, lower than the maximum intensities specified in Part I of the *General Plan Policy Document* for the various land use designations. These lower assumptions are reasonable expectations, based on historical experience, for the likely intensity of actual development. These assumed residential intensities and FARs have been applied to the acreage within each land use designation to develop buildout calculations. In some cases, however, the buildout calculations reflect specific proposed projects, and in other cases, the buildout calculations assume less than full buildout of an area within the time frame of the *General Plan*. Appendix D details the specific assumptions for the various areas of the city, and Appendix E summarizes development potential for each subarea (see discussion under Section C, Planning Area).

1. Residential

Rural Residential (RR) 0.5 to 1.0 units per gross acre. Assumes residential buildout at 0.8 units per gross acre with 3.00 persons per dwelling unit.

Low Density Residential (LR) 1.1 to 5.0 units per gross acre. Assumes residential buildout at 4.0 units per gross acre with 3.00 persons per dwelling unit.

Medium Density Residential (MR) 5.1 to 12.0 units per gross acre. Assumes residential buildout at 9.6 units per gross acre with 2.50 persons per dwelling unit.

High Density Residential (HR) 12.1 to 25.0 units per gross acre. Assumes residential buildout at 20.0 units per gross acre with 2.25 persons per dwelling unit.

High Rise Residential (HRR) 25.1 to 50.0 units per gross acre. Assumes residential buildout at 40.0 units per gross acre with 2.25 persons per dwelling unit.

Planned Residential (PR) The Planned Residential designation shall be replaced with a Rural, Low, Medium, or High Density residential designations, or Neighborhood Commercial, Recreation and Parks, Open Space, or Public/Quasi-Public designations based on its approved density or use. Assumes that two percent of the total PR designation will be developed as Neighborhood Commercial at an FAR of 0.25. Assumes that the remaining 98 percent of the PR designation will be developed residentially according to a general policy goal of maintaining the following mix of residential densities: 3 percent rural; 67 percent low density; 15 percent medium density; and 15 percent high density. Average residential density for residential lands shall not exceed 6 units per gross acre. Assumes residential buildout at 4.8 units per gross acre with 2.75 persons per dwelling unit.

2. Commercial

Neighborhood Commercial (NC) The floor-area ratio (FAR) shall not exceed 0.40 for commercial uses and residential densities shall be in the range of 5.1 to 12.0 units per gross acre. Assumes commercial buildout at an FAR of 0.25 and assumes all development for buildout will be commercial.

Community Commercial (CC) The floor-area ratio (FAR) shall not exceed 0.40. Assumes commercial buildout at an FAR of 0.25. For undeveloped areas, assumes 20 percent reduction in gross developable acreage to account for streets and roads.

Highway Service Commercial (HSC) The floor-area ratio (FAR) shall not exceed 0.40. Assumes commercial buildout at an FAR of 0.25.

Water-Related Commercial (WRC) The floor-area ratio (FAR) shall not exceed 0.20. Assumes buildout based on specific proposals or existing marina development.

General Commercial (GC) The floor-area ratio (FAR) shall not exceed 0.40. Assumes commercial buildout at an FAR of 0.30. For undeveloped areas, assumes 20 percent reduction in gross developable acreage to account for streets and roads.

Office (O) The floor-area ratio (FAR) shall not exceed 0.40 for office uses and residential densities shall be in the range of 5.1 to 12.0 units per gross acre. Assumes office buildout at an FAR of 0.25.

Business Park (BP) The floor-area ratio (FAR) shall not exceed 0.50. Assumes office buildout at an FAR of 0.30. For undeveloped areas, assumes 20 percent reduction in gross developable acreage to account for streets and roads.

3. Industrial

Light Industrial (LI) The floor-area ratio (FAR) shall not exceed 0.50. Assumes buildout at an FAR of 0.25. For undeveloped areas, assumes 20 percent reduction in gross developable acreage to account for streets and roads.

Heavy Industrial (HI) The floor-area ratio (FAR) shall not exceed 0.50. Assumes buildout at an FAR of 0.25. For undeveloped areas, assumes 20 percent reduction in gross developable acreage to account for streets and roads.

Water-Related Industrial (WRI) The floor-area ratio (FAR) shall not exceed 0.50. Assumes buildout at an FAR of 0.25. For undeveloped areas, assumes 20 percent reduction in gross developable acreage to account for streets and roads.

4. Other

Central Business District (CBD) Residential density shall be in the range of 12.1 to 25.0 units per acre, the floor-area ratio (FAR) for offices shall not exceed 3.00, and all the FAR for all other uses shall not exceed 0.60. Buildout assumptions are based on conceptual land use plans developed for the *Central Business District Study* (principally, Option 2).

Riverfront Mixed Use (RMU) Residential density shall be in the range of 25.1 to 50.0 units per acre, the floor-area ratio (FAR) for offices shall not exceed 10.00, and the FAR for all other uses shall not exceed 3.00. Assumes buildout per specific proposed uses depending on location. For undeveloped areas, assumes 20 percent reduction in gross developable acreage to account for streets and roads.

Mixed Commercial/Industrial (MCI) The floor-area ratio (FAR) shall not exceed 0.40. Assumes buildout of half commercial, half light industrial at an FAR of 0.25. For undeveloped areas, assumes 20 percent reduction in gross developable acreage to account for streets and roads.

Public/Quasi-Public (PQP) Assumes buildout per specific proposals where available.

Recreation and Park (RP) Assumes buildout per specific proposals where available.

Open Space (OS) Assumes no development potential for buildout purposes.

Agricultural (A) Minimum parcel size is five (5) acres and residential uses are limited to one (1) unit per parcel. Assumes no new residential development.

Special Study Corridor (SSC) Assumes no new development.

C. PLANNING AREA

The planning area for the *General Plan* is defined by the current city limits. No land outside the current city limits is designated for urban development within the time frame of the *General Plan*.

For the purposes of preparing buildout calculations and geographically describing impacts, the city has been divided into 23 subareas. Some of these analysis subareas conform generally to existing neighborhoods (e.g., Residential West Sacramento), some conform to geographic areas defined in previous planning efforts (e.g., Broderick Reuse Area, Central Business District), and others follow project site boundaries (e.g., Lighthouse Marina, Raley's Landing). The reader should note that these subareas have been established for purposes of analysis only; they are not identified as part of the *General Plan Policy Document* and will not necessarily be used by the City for any ongoing planning efforts. Figure II-1 shows the boundaries of these subareas; Appendix D summarizes the

assumptions used to calculate development potential; and Appendix E contains a detailed tabulation of the development potential for each area.

D. SCHOOLS

No specific sites for future schools are shown on the *General Plan Land Use Diagram*. The Consultants assume, however, that several new schools in the Southport area will be needed (see section on Schools in Chapter V, Public Facilities and Services).

E. PARKS AND RECREATION FACILITIES

While the *General Plan Land Use Diagram* proposes some specific sites for future parks, the locations of most future parks are yet to be determined. The City is, however, in the process of preparing a master plan for parks and recreation which will identify these sites. Figure II-2 shows generalized areas for potential park sites and recreational pathways (including bikeways). The reader should note that these potential sites are preliminary only; more precise locations for parks will be identified as currently-undeveloped areas of the city are developed with urban uses.

F. QUALIFICATIONS CONCERNING BUILDOUT CALCULATIONS

The following four sections quantify existing and new growth and development allowed under the *General Plan* in terms of the housing stock, population, commercial and industrial development, and employment. Projections of future growth and development are based on buildout calculations (Appendix E), which are in turn based on the application of the buildout assumptions (Section B of this chapter) to the land uses shown on the *General Plan Land Use Diagram*. For some areas, the buildout calculations are based on specific development proposals, some of which have already received some level of City approval, and others of which are still preliminary (see Appendix D).

Ultimately, the buildout calculations presented in Appendix E represent a "credible worst-case scenario" for buildout under the *General Plan*. On one hand, the buildout calculations are based on assumptions for residential intensities and floor-area ratios that are somewhat lower than the maximum intensities legally possible under the *General Plan*. On the other hand, the buildout calculations assume full buildout of virtually all lands at the assumed residential intensities and floor-area ratios during the time frame of the *General Plan*. (The two areas in which this is not the case are Tower to Pioneer and Pioneer to Canal (see Appendix D)). Ultimately, these two sets of assumptions are likely to offset each other, resulting in a "credible worst-case scenario."

The assumed residential intensities are generally 80 percent of the maximum intensities legally possible under the *General Plan*. The assumed floor-area ratios generally range from 50 percent to 80 percent of the maximum floor-area ratios legally possible under the *General Plan*. These assumptions are based on discussions with City staff, developers, and planners in other Northern California communities concerning intensities typical of the type of development likely to occur in West Sacramento under the *General Plan*. While, in any one instance, a development may exceed the intensity assumed in Section B of this chapter, the buildout calculations assume that development will "on average" occur at the assumed intensities.

The second major set of assumptions concerns the timing of full buildout. In the aggregate, the buildout calculations depict major growth potential for West Sacramento in the residential, commercial, and industrial categories. Whether all of this potential development will actually occur during the time frame of the *General Plan* (1988 to 2010) is speculative. For some land use categories, such as commercial, office, and heavy industrial, full buildout may not be realized for

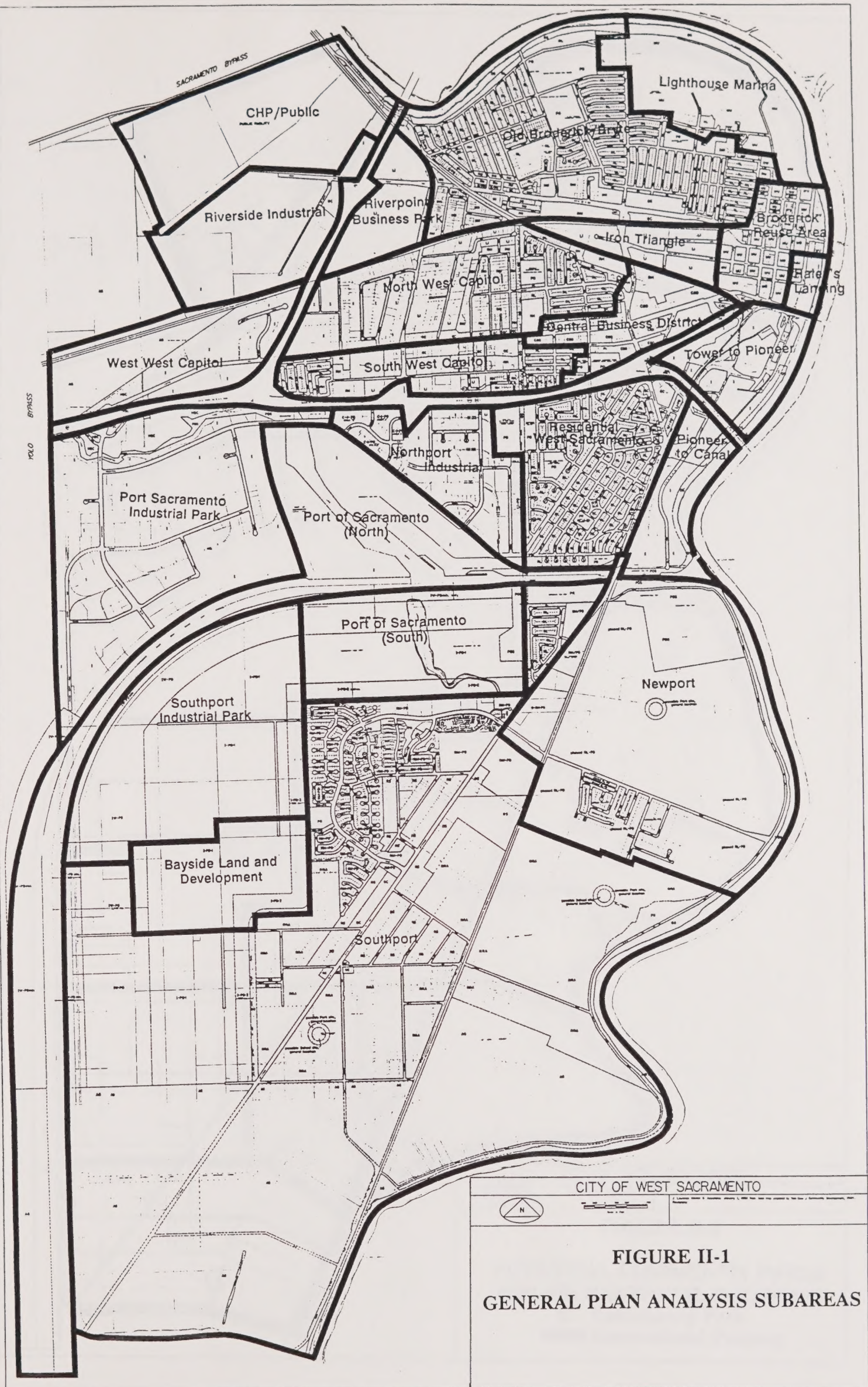
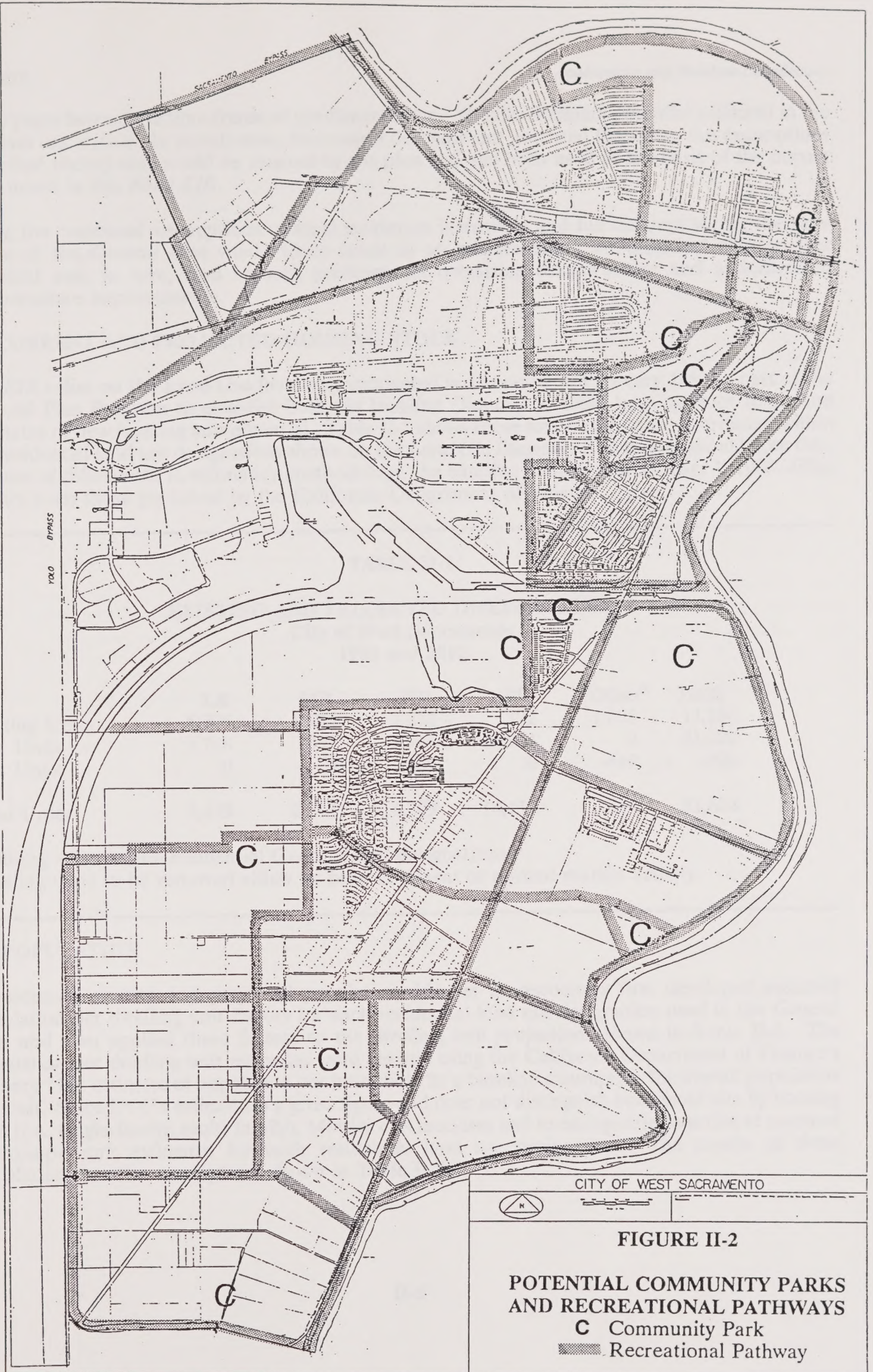


FIGURE II-1
GENERAL PLAN ANALYSIS SUBAREAS



many years beyond the time frame of the *General Plan*. The development potential reflected in the buildout calculations is, nonetheless, theoretical development potential (based on the assumptions described above) that would be created by the plan and has been used as the basis of the impact assessment in this *Final EIR*.

Using the combined assumptions of legal maximum intensities and full buildout within the time frame of the *General Plan* would likely result in an overstatement of "effective" development potential and, in turn, lead to such problems as oversizing infrastructure and underfunding infrastructure improvements.

G. CURRENT AND PROJECTED HOUSING STOCK

The *EIR* relies on the Land Use Inventory conducted in January and February 1988 as part of the General Plan Program to establish both the baseline (January 1, 1988) housing stock totals and estimates of new housing unit potential. Table II-1 shows these totals as they are distributed within the residential land use designations shown on the *Land Use Diagram*. The reader should note that, because of differences in estimation methodology, the baseline numbers for January 1, 1988, differ slightly from those published by the California Department of Finance.

TABLE II-1

EXISTING AND PROJECTED DWELLING UNITS
City of West Sacramento
1988 and 2010

	LR	MR	HR	PR	Other ¹	Total
Existing Units	5,705	1,976	2,272	172	1,005	11,130
New Units	1,708	837	4,916	13,961	0	21,422
Lost Units ²	0	0	-479	0	-449	-928
Total Units	7,413	2,813	6,709	14,133	556	31,624

¹Housing units in non-residential General Plan designations.

²Existing units to be removed either by redevelopment or normal market activity.

H. POPULATION

To estimate existing and projected population, Mintier & Associates first developed assumed population per dwelling unit factors for each residential land use designation used in the *General Plan* and then applied these factors to the dwelling unit projections shown in Table II-1. The population per dwelling unit estimates were derived using the California Department of Finance's January 1988 estimate of population per household as a baseline assumption for overall population per unit. Since DOF's estimate is a gross figure and does not distinguish household size by housing type (i.e., single-family, multi-family), Mintier & Associates had to extrapolate to arrive at assumed persons-per-unit estimates for each residential land use designation. The results of these calculations are the assumptions shown in Table II-2.

TABLE II-2
PERSONS PER DWELLING UNIT ASSUMPTIONS

Dwelling Unit Type	Average Persons Per Unit
Low Density ¹	3.00
Medium Density ²	2.50
High Density ³	2.25
Planned Residential ⁴	2.75
Other Residential ⁵	1.50

¹Includes RR and LR general plan designations

²Includes MR general plan designation

³Includes HR and HRR general plan designations

⁴Assumes a mix of densities as follows: 3% RR; 67% LR; 15% MR; and 15% HR

⁵Includes residential uses found in non-residential areas

Table II-3 shows the population holding capacities which result from applying the person-per-unit estimates in Table II-2 to existing and projected dwelling unit estimates shown in Table II-1. The final column indicates the population resulting from overall housing stock occupancy of 95 percent (i.e., assuming a five percent vacancy rate).

TABLE II-3
ESTIMATED POPULATION HOLDING CAPACITY*
West Sacramento
1988 and 2010

	LR	MR	HR	PR	Other	Holding Capacity*
Pop in Existing Units	16,259	4,693	4,856	449	1,499	27,756
Pop in New Units	4,868	1,988	10,508	36,473	0	53,837
Displaced Population	0	-264	-787	0	-639	-1,690
Total Population	21,127	6,417	14,577	36,922	860	79,903

*Assumes a residential vacancy rate of 5 percent.

I. EXISTING AND PROJECTED COMMERCIAL AND INDUSTRIAL DEVELOPMENT

Estimates of existing and projected commercial and industrial acreage have been made using information collected as part of the Land Use Inventory; no effort has been made to estimate existing square footage totals for existing development. Square footage development estimates for future commercially- and industrially-designated land have, however, been developed. The Consultants used specific project proposals where available and applied assumed floor-area ratios (FARs) to acreage totals for currently vacant land where no proposed project estimates were available.

Table II-4 shows the *total* acreage falling into each commercial and industrial land use designation on the *Land Use Diagram* and the estimated *new* square footage totals for development expected to occur on currently vacant land or underdeveloped land in each of these categories. For large undeveloped areas, the Consultants assumed a 20 percent reduction in gross developable acreage to account for streets and roads.

TABLE II-4

TOTAL COMMERCIAL AND INDUSTRIAL ACREAGE AND NEW SQUARE FOOTAGE

General Plan Designation	Total Acreage	New Square Footage
Neighborhood Commercial (NC)	19.93	803,170
Community Commercial (CC)	423.43	3,227,983
Highway Service Commercial (HSC)	70.43	189,330
Water-Related Commercial (WRC)	51.70	118,000
General Commercial (GC)	177.25	896,266
Office (O)	152.84	5,118,889
Business Park (BP)	220.39	2,146,129
Mixed Commercial/Industrial	314.03	2,608,061
Light Industrial (LI)	357.90	1,678,097
Heavy Industrial (HI)	1,372.95	7,800,853
Water-Related Industrial (WRI)	949.06	4,136,036

J. EMPLOYMENT GROWTH

By applying typical employee density assumptions to the square footage estimates shown in Table II-4 with an assumed 90 percent occupancy rate (based on discussions with commercial real estate agents), the Consultants have estimated the number of new industrial and commercial jobs that the land uses shown on the *General Plan Land Use Diagram* will generate. Table II-5 shows the estimated new employees to be generated along with the square-feet-per-employee assumptions used for each employment-generating land use designation.

TABLE II-5
COMMERCIAL AND INDUSTRIAL EMPLOYMENT

New General Plan Designation	Total New Square Footage	Square Feet Per Employee	New Employees
Neighborhood Commercial (NC)*	803,170	500	1,446
Community Commercial (CC)	3,227,983	500	5,810
Highway Service Commercial (HSC)	189,330	500	341
Water-Related Commercial (WRC)	118,000	500	212
General Commercial (GC)	896,266	500	1,613
Office (O)	5,118,889	300	15,357
Business Park (BP)	2,146,129	300	6,438
Mixed Commercial/Industrial	2,608,061	750	3,130
Light Industrial (LI)	1,678,097	750	2,014
Heavy Industrial (HI)	7,800,853	750	9,361
Water-Related Industrial (WRI)	4,136,036	750	4,963
Public/Quasi-Public (PQP)	300,000	300	900
Total			51,585

*Includes Neighborhood Commercial to be developed within Planned Residential designation

CHAPTER III

LAND USE, HOUSING, AND POPULATION

A. INTRODUCTION

This chapter outlines the implications of the *General Plan* for land use, housing, and population.

B. LAND USE

Existing land use conditions are described in Chapter I of the *General Plan Background Report* and development potential estimates for the *General Plan* are discussed in Chapter II of this *EIR*.

1. Implications of the General Plan Land Use Diagram

According to Appendix I of the *State CEQA Guidelines*, the primary concern with respect to land use is whether or not a proposal will substantially alter the present or planned land use of an area. The 1990 *General Plan* would substantially change the pattern of existing land use in West Sacramento and differs in several important respects from the currently-operative land use plans.

The alterations in the existing patterns of land use would consist of changes in current uses, redevelopment of underdeveloped areas, and new development of currently undeveloped areas. Table II-1 summarizes the acreage within the various land use categories as depicted on the *Land Use Diagram*.

TABLE III-1

TOTAL ACREAGE WITHIN GENERAL PLAN LAND USE DESIGNATIONS

Residential		Commercial		Industrial		Other	
RR	258.95	NC	19.93	MCI	314.03	PQP	722.50
LR	1,222.86	CC	423.43	LI	357.90	RP	369.20
MR	368.95	HSC	70.34	HI	1,372.95	OS	607.83
HR	283.61	WRC	51.70	WRI	949.06	AG	1,338.24
HRR	35.00	GC	177.25			SSC	4.00
PR	3,027.44	O	152.84			RMU	14.73
		BP	220.39				
Total Acreage	5,196.81		1,115.88		2,993.94		3,056.50
Percent of Total	42.0%		9.0%		24.2%		24.7%

Note: For areas designated CBD and RMU, acreage totals have been assigned to single-use designations (i.e., HR, O, CC) to reflect an assumed distribution of uses (see Appendix D). Acreage totals reflect net acreage, based on information provided by the Yolo County Assessor.

The *General Plan* would provide for urban development in currently-undeveloped areas within the city generally north of Bevan Road and anticipates no need for development of any land outside of the current city limits within the time frame of the *General Plan*.

From an environmental standpoint, the most critical land use changes would result from new development of currently-undeveloped areas, particularly in areas currently used for agricultural production and in areas containing sensitive natural resources. These topics are addressed separately in Chapter VII, Natural Resources.

Under the *General Plan*, changes in current urban uses and redevelopment of currently-developed areas are planned and can be expected to occur primarily in the following areas:

Lighthouse Marina: Replacement of existing residential uses with new commercial, office, recreational, and residential uses.

Broderick Reuse Area: Replacement of existing residential and commercial uses with new commercial, office, recreational, and residential uses.

Central Business District: Replacement of existing residential and commercial uses with new commercial, office, civic, and residential uses.

Tower to Pioneer: Replacement of existing industrial uses with new commercial, office, and residential uses.

Pioneer to Canal: Replacement of existing industrial and municipal uses with new commercial, office, recreational, and residential uses.

North West Capitol: Replacement of existing commercial, industrial, and residential uses with new commercial and industrial uses.

South West Capitol: Replacement of existing commercial, industrial, and residential uses with new commercial, industrial, and residential uses.

As this new development occurs, existing businesses and households will be displaced directly by public and private redevelopment activities and may be displaced indirectly due to increasing land values and rents resulting from new development in surrounding areas. Some of these businesses and households may be able to relocate within the same area, while others may have to relocate to other areas in West Sacramento or the region. In many cases, the relocating businesses and households will pay higher rents in the new locations.

The rate at which West Sacramento's vacant land will be absorbed or converted to urban uses will be largely dictated by market conditions and the availability of public services and facilities, particularly access to the Southport area. It is unlikely, however, that all of the land designated on the *Land Use Diagram* will develop within the time frame of the *General Plan*.

The 1990 *General Plan* would also alter currently planned uses in West Sacramento compared to the currently-operative general plan (i.e., the *East Yolo General Plan*). The 1990 *General Plan* would provide more slightly more land for residential use (42 percent versus 40 percent), approximately twice as much land for commercial and office uses (9 percent versus 5 percent), substantially less land for industrial use (24 percent versus 43 percent), and approximately twice as much land for other uses (25 percent versus 12 percent).

2. General Plan Policy Response

Among others, the following policies address the general land use implications of the *Land Use Diagram*:

- I.A.1. The City shall seek to preserve West Sacramento's traditional neighborhood qualities, while recognizing existing City commitments to new projects and accommodating region-serving development in certain areas of the city and in certain segments of the economy.
- I.A.2. The City shall establish development standards to assure that new development upgrades the general quality of development citywide.
- I.A.3. The City shall link the rate of growth in West Sacramento to the provision of adequate services and infrastructure, including schools. The City shall, through specific plans and planned development plans for major projects, ensure that growth occurs in an orderly fashion and in pace with the expansion of public facilities and services.
- I.A.4. The City shall monitor residential and non-residential development and make adjustments as necessary in land use designations and the rate of project approvals to promote a reasonable citywide balance between new employment generating development and housing development.
- I.A.5. The City shall ensure its designation of land uses and approval of development projects do not hinder efforts to maintain a positive fiscal balance for the City.
- I.A.6. In approving local-serving commercial development, the City shall give high priority to the Central Business District.
- I.A.7. Land use designations and development in the Southport area shall be guided by the following principles:
 - Limit total population in Southport to 40,000 residents by the year 2010.
 - Concentrate community commercial, high-density residential, and public facilities uses in nodes along major and minor arterials.
 - Allow the development of water-dependent recreational and commercial uses along the waterways in Southport.
 - Emphasize a mixture of residential types and densities, while concentrating on homeownership as a general goal.
 - Ensure that ample buffers are established between incompatible land uses.
 - Consider the use of Transfer of Development Rights (TDR) provisions to provide for an equitable distribution of the economic returns from future development for all property owners in the Southport area.
 - Provide for an orderly sequence of development based on the logical extension of public facilities and services.
- I.A.8. Redevelopment incentives and powers shall be used judiciously to promote and assist development and revitalization within the Redevelopment Project Area.

- I.A.9. In existing developed areas designated for new uses (e.g., conversion from industrial to riverfront mixed use), the City shall promote the phasing out of existing uses and the orderly transition to uses consistent with the adopted general plan designations while promoting the continuing viability of existing uses during the transition period.
- I.A.11. For proposed projects outside the city limits but within the West Sacramento General Plan Study Area, the City shall work with project proponents to ensure general plan amendments include provisions for high-quality development, adequate infrastructure improvements, and provision of City services. In order to minimize the disruption of agricultural land, development which is adjacent to the city boundaries or which has convenient freeway access shall be preferred. Proposals for development of land not adjacent to the city or without convenient freeway access shall be discouraged.

3. Impacts

The impacts of the *General Plan* on land use are deemed to be not significant for the purposes of CEQA. For CEQA purposes, most changes in land use do not in themselves result in direct *environmental* impacts. The environmental impacts occur primarily as the changes in land use affect valuable *environmental* resources, such as prime agricultural land or wildlife habitat. These secondary and tertiary impacts of land use changes are discussed in subsequent chapters of the *EIR*.

Furthermore, CEQA does not require that economic or social impacts be assessed as significant or potentially significant *environmental* impacts (*State CEQA Guidelines*, §15131).

4. Mitigation Measures

None required.

C. HOUSING

The existing housing stock and housing-related issues are described in Chapter II of the *General Plan Background Report*, and the housing-related changes which would result from the *General Plan* are summarized in Chapter II of this *EIR*.

1. Implications of the General Plan Land Use Diagram

According to Appendix I of the *State CEQA Guidelines*, the most important housing-related considerations are whether a proposal will affect existing housing or create a demand for additional housing. As Tables II-1 and II-4 in Chapter II show, the *General Plan* would do both, designating land both for new residential development and residential redevelopment and for commercial and industrial development that will generate demand for housing.

Overall, the housing-related implications of the *General Plan* can be classified as either primary or secondary. Primary implications are those resulting directly from the construction of new housing, including the addition of more units to the city's total housing stock and the effect on the existing housing stock. Secondary implications are those indirectly resulting from construction of new units, such as increased traffic resulting from new residential development and increased demands on public facilities and services. These secondary implications of housing development are discussed in subsequent chapters of this *EIR*.

One of the most important considerations with respect to housing is the effect that the *General Plan* will have on the "jobs-housing" balance (i.e., the relationship between the number of housing units provided for under the land uses shown on the *Land Use Diagram* and the number of jobs generated by the non-residential uses shown on the *Land Use Diagram*). For purposes of calculating the jobs-housing ratio resulting from the land uses designated on the *Land Use Diagram*, the Consultants have estimated that the average West Sacramento household has 1.35 workers. A balance between the number of dwelling units developed and the number of jobs generated would be achieved if the number of new jobs divided by the average number of workers per household (1.35) equalled the number of new dwelling units developed (not including additional units required to achieve a five percent vacancy rate).

As Table II-5 in Chapter II shows, by applying employment generation factors to the square footage of floor area identified for non-residential development (assuming a 90 percent occupancy rate), the Consultants have determined that approximately 51,585 additional jobs would be generated in the city. The largest number of these, about 21,795, would be in office and business park development, with approximately 19,468 in new industrial development (including mixed commercial/industrial) and the remaining 38,211 in commercial and public and quasi-public development. According to the jobs-housing formula outlined above, the number of new employees generated under the *General Plan* would demand approximately 38,200 housing units. As Table II-1 in Chapter II indicates, the Plan will accommodate about 20,500 net additional housing units, thereby falling far short of satisfying the demand for housing generated by potential non-residential development in West Sacramento. In other words, the *General Plan* would result in an internal imbalance between new jobs and new housing, with job-generation far exceeding housing production.

It should be noted that the above discussion addresses the jobs-housing balance only as it relates to new development. In 1980, the most recent year for which there are available statistics, the city of West Sacramento had a slight jobs-housing imbalance. In 1980, according to the Census, there were 14,950 jobs and 9,879 households (i.e., occupied dwelling units) in West Sacramento. Assuming 1.35 persons per household, the city would have needed 11,074 units (not counting vacancies) to be in balance.

It should also be noted that the jobs-housing ratio calculations described above are based on an assumption of full buildout within the time frame of the *General Plan*. Residential development may actually occur more rapidly than commercial and industrial development, resulting in a better jobs-housing balance in the short- to mid-term than suggested for full buildout of the *General Plan*.

Another implication of the *Land Use Diagram* concerns the effect on the *existing* housing stock. As discussed in Chapter II, buildout under the *Land Use Diagram* would result in the removal of an estimated 930 dwelling units citywide within the time frame of the *General Plan*. Most of these units would be lost in Lighthouse Marina, the Broderick Reuse Area, North West Capitol area, and South West Capitol area (see Figure II-1), as land in these subareas of the city recycles to commercial, office, industrial, or higher density residential uses. It should also be noted that many of the units that would be lost are located in historically non-residential areas. Approximately 400 of the units identified as likely to recycle to new uses are located in mobilehome parks identified as substandard according to the Land Use Inventory conducted in January and February 1988, and approximately 300 substandard multi-family units are anticipated to recycle.

As new development occurs and existing housing units are removed through public and private redevelopment activities, households will be displaced and forced to seek new housing elsewhere within West Sacramento or the region. Given that many of the existing housing units expected to

be removed are older and substandard units, it is assumed that most of the displaced households will be lower-income households.

In addition to direct displacement, an unknown number of households may be displaced indirectly due to increasing land values and rents resulting from new investment in surrounding areas. These indirectly-displaced households may also be forced to seek new housing elsewhere within West Sacramento or the region.

2. General Plan Policy Response

The *General Plan* includes policies designed to offset the negative housing-related implications of the *Land Use Diagram*. For instance, in addition to simply designating land for the future development of housing, the Plan also includes goals, policies, and implementation programs that emphasize the preservation and rehabilitation of the existing housing stock, the assurance of high quality new housing, and the ongoing maintenance of programs designed to accommodate those with special housing needs. These include specific provisions for addressing the needs of residents displaced by development which would result in the removal of existing housing. In addition, the Plan calls for the monitoring of housing development to promote a reasonable citywide balance between new employment generating development and housing development.

Relevant housing-related policies in the *General Plan* include the following:

New Housing Opportunities

- II.A.1. The City shall continue to promote the development of a broad mix of housing types.
- II.A.2. The City shall maintain an adequate supply of residential land in appropriate land use designations and zoning categories to accommodate projected household growth and to maintain normal residential vacancy rates.
- II.A.3. While promoting the provision of housing for all economic segments of the community, the City shall seek to ensure the highest quality in all new residential development.
- II.A.4. The Redevelopment Agency shall use its powers as appropriate to acquire and assemble sites for residential development, while minimizing displacement of existing residents.
- II.A.5. The City shall provide information to the public and developers on approved residential projects and vacant land supply.
- II.A.6. The City shall pursue all available state and federal funding assistance that is appropriate to West Sacramento's needs to develop housing that is affordable to low- and middle-income households.
- II.A.7. The City shall utilize available techniques, such as mortgage revenue bonds or other mortgage-backed securities, to develop affordable housing.
- II.A.8. The City shall promote the expeditious processing and approval of residential projects that conform to *General Plan* policies and City regulatory requirements.
- II.A.9. The City shall ensure that its policies, regulations, and procedures do not add unnecessarily to the costs of producing housing while assuring the attainment of other City objectives.

- II.A.10. The City shall provide for the development of secondary residential units, as required by state law, while protecting the single-family character of neighborhoods.
- II.A.20. In the mid- to long-term, the Redevelopment Agency shall increase its tax increment set-aside for low- and moderate-income housing above the legal minimum of 20 percent.
- II.A.21. The City shall use Community Development Block Grant (CDBG) funds in conjunction with private financial institutions to write down interest rates for home purchase or rehabilitation.
- II.A.22. The City shall promote the establishment of a new nonprofit housing developer or work with existing nonprofit developers to help develop affordable housing.
- II.A.23. The City shall support efforts to convert privately-owned multi-family complexes to nonprofit ownership, particularly in cases where owners have allowed their properties to deteriorate to substandard conditions.
- II.A.24. The City shall investigate creating the City's own housing authority.

Preservation and Rehabilitation

- II.B.1. The City shall encourage private reinvestment in older residential neighborhoods and private rehabilitation of housing.
- II.B.3. The Redevelopment Agency shall give high priority to housing rehabilitation in the use of redevelopment funds and resources to the extent such efforts are needed and are balanced with other redevelopment priorities. The Redevelopment Agency shall coordinate its rehabilitation efforts with ongoing City rehabilitation programs.
- II.B.5. The City shall promote the continued upkeep of existing mobilehome parks.
- II.B.7. The City shall promote the preservation of architecturally and historically significant residential structures, particularly in the designated historic area of Old Broderick.

Jobs-Housing

- II.D.1. The City shall endeavor to ensure that a full range of housing types in sufficient supply is available near major employment centers in West Sacramento.
- II.D.2. Higher density housing shall be located in areas served by the full range of urban services and near public transit routes and employment centers.
- II.D.3. New residential projects shall be designed to facilitate non-automobile modes of travel.
- II.D.4. The City shall encourage employers within West Sacramento to participate in the City's Economic and Employment Incentive program to promote employment of local residents in local jobs.

Services to Support Housing

- II.E.3. The City shall ensure that new residential development pays its fair share in financing public facilities and services.
- II.E.4. The City shall ensure that necessary public facilities and services shall be available prior to occupancy of residential projects.
- II.E.5. The City shall promote infill residential development where adequate public facilities and services are already in place.

Equal Housing Opportunity

- II.F.1. The City shall give special attention in housing programs to the needs of special groups, including the physically and mentally disabled, large families, the elderly, and families with lower incomes.
- II.F.2. The City shall make available to the public information on the enforcement activities of the State Fair Employment and Housing Commission.
- II.F.3. The City shall establish regulations which govern the conversion of apartments and mobilehome parks to condominiums.

These policies are supported by numerous implementation programs, including several aimed at remedying the impacts of displacement (e.g., II.14, II.20, and II.21).

The quantified objectives in the housing section of the *General Plan Policy Document* project development of 625 units during the two-and-a-half-year time frame of the Housing Element (January 1, 1989 - July 1, 1991). This substantially exceeds the need projection for the same period of 338 units, which is based on the regional fair share estimates for West Sacramento provided by the California Department of Housing and Community Development.

3. Impacts

The primary effects of the *General Plan* on housing will be substantial in terms of increasing the total housing stock and in changing the composition of the housing stock, but, these impacts are deemed to be not significant for the purposes of CEQA. For CEQA purposes, most changes in land use and in the existing housing stock do not in themselves result in direct *environmental* impacts. The environmental impacts occur primarily as the changes in land use and the housing stock affect valuable *environmental* resources, such as prime agricultural land, wildlife habitat, and historically or architecturally significant resources. The secondary and tertiary impacts of land use changes and residential development are discussed in subsequent chapters of the *EIR*.

Furthermore, CEQA does not require that economic or social impacts be assessed as significant or potentially significant *environmental* impacts (*State CEQA Guidelines*, §15131).

4. Mitigation Measures

None required.

D. POPULATION

Existing population characteristics and population projections are discussed in Chapter III of the *General Plan Background Report*, and the population changes which will result from the *General Plan* are summarized in Chapter II of this *EIR*.

1. Implications of the General Plan Land Use Diagram

According to Appendix I of the *State CEQA Guidelines*, the most important question concerning population is whether a project will alter the location, distribution, density, or growth rate of the human population of an area. As Table II-3 in Chapter II shows, the *General Plan* will significantly increase the population of West Sacramento, and in the process shift the distribution of the population and accelerate the rate of population growth.

Because most of the currently-vacant land in West Sacramento is in the Southport area, the vast majority of the new housing development, and therefore population growth, will occur in Southport. This represents a significant shift in the distribution of the city's population.

Table II-3 summarizes the population potential at full buildout of the *General Plan*, based on assumptions listed in Chapter II. According to these estimates, the *Land Use Diagram* will support a total population of about 79,900 residents, including approximately 53,800 new residents. Most of this new population will be concentrated in the Southport area, which will accommodate about 45,000 new residents in addition to an estimated 4,800 existing residents.

In the short term, population growth in West Sacramento will be determined by limitations on the ability of the city's streets and roads to accommodate new development, specifically on the availability of access to the Southport area. In the long term, the population growth rate will be determined by market conditions and the availability of infrastructure to support new residential growth consistent with the *General Plan*. The *General Plan* does not contain a specified annual growth rate limitation or target.

As noted under the discussion of land use and housing impacts, within already-developing areas of the city, such as the Broderick Reuse Area, the Central Business District, Lighthouse Marina, North West Capitol, and South West Capitol, some residential uses will be removed and replaced by residential and other forms of development under the *General Plan*. This will result in changes in the demographic character of these areas. It can be expected that lower-income households will be displaced. Some of these households will likely relocate within the same areas, while others will be forced to seek new housing in other areas within West Sacramento or within the region. At the same time, it can be expected that higher-income households will locate in the new residential development expected to occur under the *General Plan*. Ultimately, then, the overall effect is likely to be an increase in residential densities and a shift in the direction of higher-income households within the existing residential areas designated for more intensive development.

2. General Plan Policy Response

The following policies address the general population-related implications of the *Land Use Diagram*.

- II.A.3. The City shall link the rate of growth in West Sacramento to the provision of adequate services and infrastructure, including schools. The City shall attempt, through specific plans and planned development plans for major projects, to ensure that growth occurs in an orderly fashion and in pace with the expansion of public facilities and services.

- II.A.4. The City shall monitor residential and non-residential development and make adjustments as necessary in land use designations and the rate of project approvals to promote a reasonable citywide balance between new employment generating development and housing development.
- II.B.1. The City shall maintain an adequate supply of residential land in appropriate land use designations and zoning categories to accommodate projected household growth and to maintain normal vacancy rates.

3. Impacts

The effects of the *General Plan* on population will be substantial. These impacts are, however, deemed not to be significant for purposes of CEQA. For CEQA purposes, population growth does not in itself result in direct *environmental* effects. The environmental impacts occur primarily as changes in land use affect valuable *environmental* resources, such as prime agricultural land or wildlife habitat. The secondary and tertiary impacts of population growth are discussed in subsequent chapters of the *EIR*.

Furthermore, CEQA does not require that economic or social impacts be assessed as significant or potentially significant *environmental* impacts (*State CEQA Guidelines*, §15131).

4. Mitigation Measures

None required.

CHAPTER IV

TRANSPORTATION AND CIRCULATION

A. INTRODUCTION

This chapter reviews the impacts of the *General Plan* on the West Sacramento-area transportation and circulation system, with the primary emphasis on the street and road network within West Sacramento. Existing transportation facilities and services are described in Chapter V of the *General Plan Background Report*.

B. STREETS AND ROADS

1. Implications of the General Plan Land Use Diagram

In order to assess the potential impacts of the *General Plan* on the existing and proposed street and highway system in West Sacramento, the traffic consultants developed three computer-based travel demand forecasting models. The models, one each for the A.M. and P.M. peak hours and one for daily traffic, perform the traditional travel demand forecasting procedure, including estimation of trip generation, trip distribution, and trip assignment. These models allow for relatively quick analysis of various land use/street network alternatives.

Model Assumptions

The first step in the development process of the traffic model was to prepare a representation of the *existing street system*. The street system defined for the modelling effort includes all major streets and highways within the city. Local streets are represented in the models as numerous minor access points onto roads higher in the functional classification hierarchy.

The next major input for the traffic model was a comprehensive description of the *type, quantity, and location* of existing land development in the city. The existing conditions land use data for West Sacramento was taken from a parcel-specific Land Use Inventory conducted in January and February 1988 as part of the General Plan Program. These existing development levels were assigned to discrete geographic subareas called Traffic Analysis Zones (TAZ's). The entire city was subdivided into TAZ's, which isolate areas or neighborhoods with similar land uses and accessibility to the major street system. The TAZ's are smallest where existing or planned development and street facilities are most dense, and largest where development will likely be more sparse or very detailed traffic analysis is not required. Approximately 300 TAZ's were delineated for the city.

Model Development

The first step in the traditional travel demand modeling process is *trip generation*. Trip generation quantifies the number of trip ends produced or attracted by specific land uses for various trip purposes (i.e., home-based-work, home-based-non-work, and non-home-based). A vehicle trip end (or VTE) is one vehicle either entering or leaving a zone. The trip generation analysis determines the quantity of VTE from each traffic zone. To do this, a trip generation rate is selected for each of the land use categories. The quantity of VTE generated by a zone is calculated by multiplying the trip rate by the land use totals for each category in a zone.

The second step in the travel demand forecasting is *trip distribution*. The trip distribution process consists of two elements which determine the type of trip being made and where the trip will begin and end. In the first element, the trip types are described by *trip purposes*, such as home-based

work, home-based non-work (i.e., shopping, school, recreational, and personal business trips) and non-home-based trips (i.e., a trip from the office to the store). The second element of trip distribution is the matching of origins and destinations of all trip ends. A trip end that begins a trip is called "productive" and the end that completes a trip is called "attractive." The trip distribution function matches two trip ends, one productive and one attractive, to form a linked trip. For example, a productive work trip from a residence is matched with an attractive work trip at an employment center. This interaction of travel between trip ends is computed by a standard gravity model for all trips of all traffic analysis zones in the city.

The peak hour model development directly parallels the factors and inputs used in the daily volume model. To accurately represent the directional flows that occur in the peak periods, however, an extra level of definition is required. Directionally imbalanced flows occur when the number of trips into a zone do not equal the trips leaving the zone during a specific time period. In the daily model, these imbalances are negligible because, during a twenty-four hour period, most land uses have equal directional flows or balanced inbound and outbound volumes. During a one hour period, however, directional flows can vary substantially for the various types of land uses. These directional flows must be represented accurately to effectively evaluate the traffic flows at major intersections. To provide the extra level of detail, the trip purposes for the peak hour were factored by observed directionality and expressed as a function of the daily trip-making characteristics of the various land uses.

The trip distribution process also accounts for trips that do not interact with the land uses in the model area, but do travel on the street system in the model area (i.e., through-traffic). These types of trips are called "external-external" or "through-trips." Because they are not a function of land uses within the city, the trip generation and trip distribution modules do not account for these types of trip. Through-traffic is a large component of the volumes of traffic on I-80, Business 80, and State Route (SR) 275.

Trip assignment is the final step in the travel demand forecasting process. Trip assignment is the accumulation of traffic on the street system between matched productions and attractions. Three methods are used for assigning traffic on the street system:

- 1) *All-or-nothing* assigns all trips to the minimum time path between the trip origin and the trip destination. If two or more paths have the same shortest time path, only one path is selected and all trips are assigned to that path.
- 2) *All-shortest-path* is similar to all-or-nothing except that trips are divided equally between all paths which have the same minimum time.
- 3) *Stochastic multi-path* assigns trips to all "efficient" paths between the trip origin and the trip destination. The efficiency of a path is based upon the time differences of other paths.

During evaluation of the daily model, a number of different assignment techniques were tested in order to produce the most accurate traffic loadings. The best results were obtained through the use of five *all-or-nothing* iterations of equilibration assignment. The daily model developed for West Sacramento, therefore, uses the *all-or-nothing* assignment method.

Model Calibration

Model calibration is simply the process of verifying the accuracy of a model. Each of the three models developed for West Sacramento (daily, A.M. peak hour, and P.M. peak hour) was calibrated as follows. First, trip generation rates were applied to existing land uses in the city, origins and destinations were matched by trip purpose, and traffic volumes were loaded into the existing street system. Second, the factors discussed above were adjusted to achieve an accurate model, including the internal/external distribution of traffic, assignment techniques, trip generation rates, and roadway speeds and capacities. Finally, these adjustments were performed until it was deemed that the model was accurately simulating existing traffic flows, as compared with existing traffic counts taken in January 1988. The calibrated model was reviewed and approved by City of West Sacramento staff.

Future Traffic Conditions

To project future traffic conditions in West Sacramento, the buildout calculations for land uses depicted on the *General Plan Land Use Diagram* and a modified existing street system were entered into the calibrated models. Future traffic volumes were then derived by application of the three models.

The *modified existing street system* includes modifications to the existing street system to account for new roadways which fall into two categories: already-planned improvements and additional improvements necessary to serve future development under the *General Plan*.

Already-planned improvements are street and highway projects which are already planned (i.e., as of 1990), including roadway realignments, future extensions, and arterial and collector streets necessary to support proposed development projects (e.g., Lighthouse Marina, Raley's Landing, Southport Industrial Park). Already-planned roadway improvements reflected on the *Circulation Diagram* are as follows:

- ▶ Construction of an at-grade intersection at 5th Street and at 2nd Street on SR 275.
- ▶ Realignment of 5th Street/Anna Street.
- ▶ Construction of planned access to and from Lighthouse Marina.
- ▶ Completion of the proposed Southport Industrial Park street system.
- ▶ Completion of the proposed Bayside area street system.
- ▶ Completion of a street system to serve the Newport area, including a new Sutterville Road alignment from South River Road to Jefferson Boulevard.
- ▶ Logical connections/extensions of the Newport area street system to areas south of Linden Road and east of Jefferson Boulevard.
- ▶ Extension of Drever Street to Delta Lane.
- ▶ Extension of the southern portion of Linden Road to Jefferson Boulevard.

Daily Traffic Generation

The future daily traffic volumes resulting from the *Land Use Diagram* (assuming the *modified existing street system* as described above) are presented in Figure IV-1.

To identify the impacts of traffic generated by the land uses envisioned by the *General Plan*, the daily traffic projections were compared to level-of-service "evaluation criteria." These daily traffic volume thresholds for various levels-of-service are shown in Table IV-1.

**TABLE IV-1
EVALUATION CRITERIA FOR DAILY LEVEL-OF-SERVICE**

Facility Type	Level-of-Service "C" ADT* Traffic Volumes	Level-of-Service "D" ADT Traffic Volumes	Level-of-Service "E/F" ADT Traffic Volumes
Urban Streets	V/C = 0.71 - 0.80	V/C = 0.81 - 0.90	V/C = 0.91 - 1.00
Two Lane	10,700 - 12,000	12,000 - 13,500	13,500 - 15,000
Four Lane	21,300 - 24,000	24,000 - 27,000	27,000 - 30,000
Six Lane	32,000 - 36,000	36,000 - 40,500	40,500 - 45,000
Freeway	V/C = 0.66 - 0.85	V/C = 0.86 - 0.95	V/C = 0.96 - 1.00
Four Lane	52,800 - 68,000	68,000 - 76,000	76,000 - 80,000
Six Lane	79,200 - 102,000	102,000 - 114,000	114,000 - 120,000
Eight Lane	105,600 - 136,000	136,000 - 152,000	152,000 - 160,000

* Average Daily Traffic

Sources: Transportation Research Board, *Circular 212, Highway Capacity Manual*.

The *General Plan Policy Document* establishes the following level-of-service criteria: "The City shall endeavor to maintain Level-of-Service "C" on all streets within the city, except at intersections and on roadway segments within one-quarter mile of a freeway interchange or bridge crossing of the Deep Water Ship Channel, the barge canal, or the Sacramento River, where a Level-of-Service "D" shall be deemed acceptable (Policy III.A.2)." Accordingly, where traffic volumes exceed this policy level-of-service, as defined in Table IV-1, traffic conditions have been defined as unacceptable.

As Figure IV-1 indicates, the *modified existing street system* will not adequately serve the daily traffic that is anticipated to be generated by the land uses designated on the *Land Use Diagram*.

The roadway segments listed in Table IV-2 could be expected to experience traffic conditions that exceed the policy level-of-service criteria, thereby resulting in unacceptable conditions.

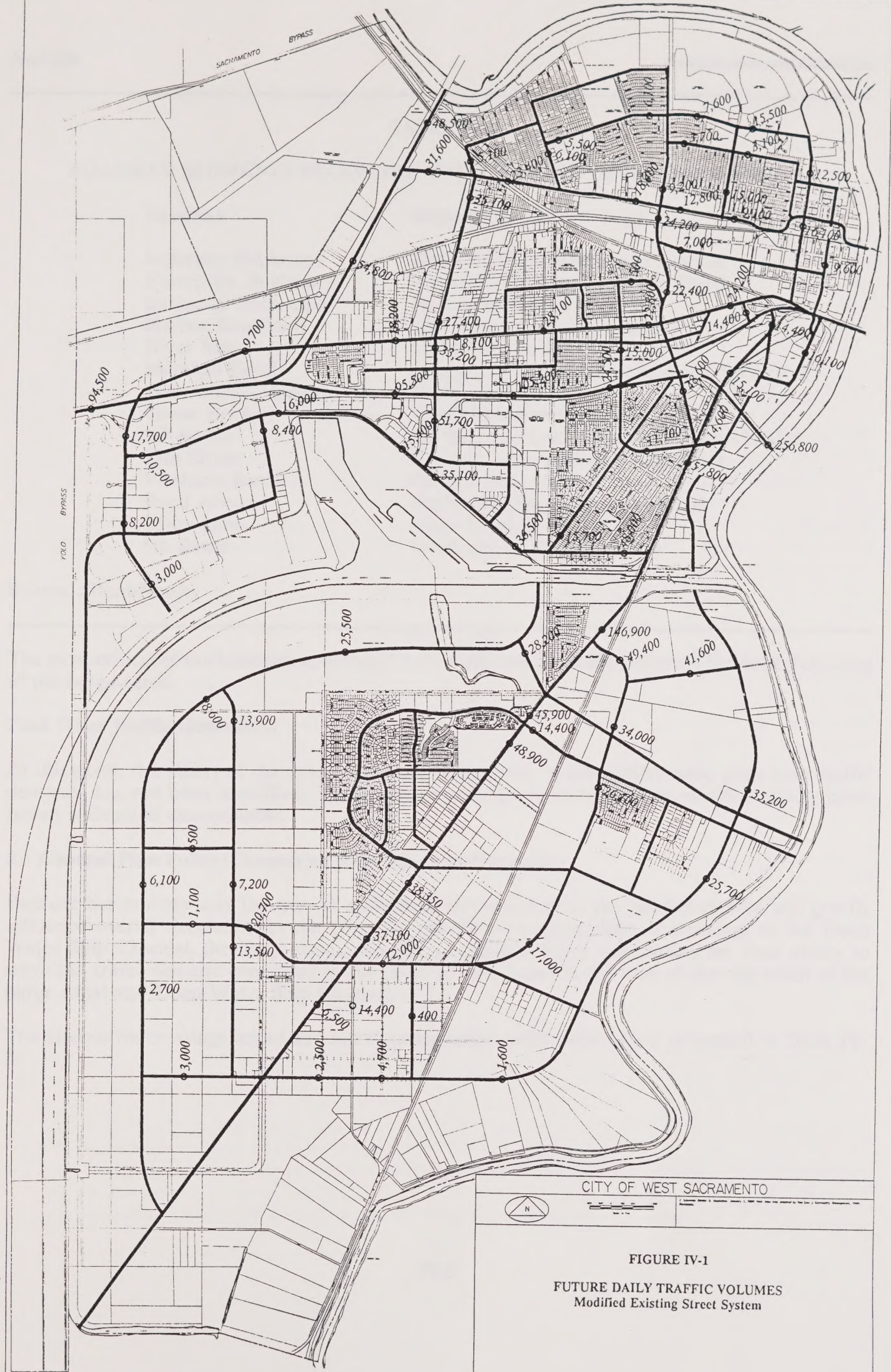


TABLE IV-2

ROADWAY SEGMENTS EXCEEDING DAILY TRAFFIC LEVEL OF SERVICE "C"

Roadway	Segment
Jefferson Boulevard	Davis Road to Sacramento Avenue
Enterprise Boulevard	Industrial Boulevard to Lake Road
Industrial Boulevard	Harbor Boulevard to Stone
Harbor Boulevard	15th Street to Reed Avenue
River Road	Riske Lane to SR 275
Marshall Road	Enterprise Boulevard to Jefferson Boulevard
West Capitol Avenue	Poplar Avenue to I-80
Tower Bridge	West Capitol to Sacramento River
"C" Street	5th Street to and including "I" Street Bridge
15th Street	River Road to Jefferson Boulevard
Westacre Road	Park to West Capitol
Reed Avenue	Harbor Boulevard to west of I-80
Riske Lane	River Road to SR 275
5th Street	"A" Street to Douglas Street

Source: Omni-Means

The most critical of the locations in terms of daily traffic would be the Jefferson Boulevard crossing of the barge canal.

Peak Hour Traffic Generation

At this point, the ability of the *modified existing street system* to adequately serve peak hour traffic demands has not been identified, because the overall performance of the *modified existing street system* is deemed unacceptable.

2. General Plan Policy/Circulation Plan Diagram Response

Because the number and location of additional access points to the Southport area will greatly influence overall circulation in the city, five alternative combinations of crossings of the Deep Water Ship Channel, the barge canal, and the Sacramento River were tested for their ability to serve the travel demand generated by the proposed land uses in the area of the city south of the barge canal and Deep Water Ship Channel.

The alternative crossings tested and the resulting daily traffic volumes are presented in Table IV-3.

TABLE IV-3
AVERAGE DAILY TRAFFIC VOLUMES FOR CROSSING SCENARIOS

Scenario	Jefferson	Industrial	Enterprise	River Road	Sutterville
A	97,700	78,900		49,400	
B	58,900	59,200		29,800	
C	39,800	43,700	42,600	23,400	
D	41,800	50,700		20,700	36,500
E	27,000	37,900	39,200	17,700	27,000

The only alternative combination of crossings that would adequately serve the projected traffic volumes at the *General Plan* policy level-of-service is Scenario E, which includes crossings at Jefferson, Industrial, Enterprise, South River Road, and Sutterville Road.

A crossing of the Sacramento River at Sutterville Road has been included because tests of alternative locations (specifically Florin Road), using a travel demand model of the entire Sacramento Metropolitan area, showed that the Sutterville location was, by far, the most desirable location for a river crossing from the standpoint of serving traffic into and out of the Southport area.

It should be noted that while the analysis of the crossings concludes that all five crossings will be needed to serve full buildout of the *General Plan*, the combined traffic volumes are just over the threshold for a fifth bridge. Therefore, if traffic volumes are less than assumed, for instance because of the City's successful implementation of a transportation system management (TSM) ordinance, a fifth bridge may not be needed for full buildout of the *General Plan*. All five bridges have nonetheless been assumed, in part because additional development in West Sacramento (e.g., south of Bevan Road) beyond the time frame of the *General Plan* would almost certainly require a fifth crossing.

In addition to the bridge crossings described above, several other circulation system improvements have been identified as necessary to serve projected development under the *General Plan* based on the policy level of service criteria for average daily traffic and are reflected in the *General Plan Circulation Plan Diagram*. The full set of improvements includes the following:

- ▶ Construction of six-lane Enterprise Boulevard bridge over the Deep Water Ship Channel.
- ▶ Construction of six-lane Industrial Boulevard bridge over the barge canal.
- ▶ Construction of four-lane Sutterville bridge across the Sacramento River.
- ▶ Construction of four-lane South River Road bridge across the barge canal.
- ▶ Widening of Jefferson Boulevard crossing of the barge canal to four lanes.
- ▶ Widening of Jefferson Boulevard to four lanes between Davis Road and Park Boulevard.
- ▶ Widening of Enterprise Boulevard to six lanes between bridge crossing and Lake Road.
- ▶ Widening of Industrial Boulevard to six lanes between Harbor Boulevard and Stone.
- ▶ Widening of Harbor Boulevard to six lanes between Industrial Boulevard and Reed Avenue.
- ▶ Widening of South River Road to four lanes between Riske Lane and 15th Street.
- ▶ Widening of Marshall Road to four lanes west of Jefferson Boulevard.
- ▶ Widening of West Capitol Avenue to four lanes between Harbor Boulevard and I-80.

- ▶ Widening of West Capitol Avenue to six lanes between Harbor Boulevard and Poplar Avenue.
- ▶ Enhancement of the traffic carrying capacity of the Tower and "I" Street bridges, possibly through widening.
- ▶ Widening of "C" Street to four lanes between "I" Street Bridge and 5th Street.
- ▶ Widening of Westacre Road to four lanes between Park Boulevard and West Capitol Avenue.
- ▶ Widening of Reed Avenue to six lanes between Harbor Boulevard and I-80 westbound ramps.

These improvements would bring the adversely affected locations identified in Table IV-2 within the policy level-of-service criteria specified in the *General Plan Policy Document*.

Future traffic projections derived by application of the travel demand models to the *General Plan* land uses with the improvements listed above are shown in Figure IV-2.

All new roadways and roadway widenings are assumed to be constructed to a width adequate to serve the projected traffic volumes designated on Figure IV-2, which reflects the *Circulation Plan Diagram* contained in Part I of the *General Plan Policy Document*. The assumed approach lanes at each intersection along these improved roadways are represented in Table IV-4. Existing intersection approach geometries were used at all locations that have not been identified as needing improvement to serve daily traffic.

TABLE IV-4
ASSUMED TYPICAL APPROACH LANES

Intersecting Streets	Approach Lanes		
	Right	Through	Left
Four Lane	1	2	1
by four lane	1	2	1
by six lane	1	3	2
Six Lane	1	3	2
by six lane	1	3	2

Source: Omni-Means

In addition to the improvements identified above to serve daily traffic, the following improvements have been included on the *General Plan Circulation Plan Diagram* to serve peak hour traffic:

- ▶ Addition of a northbound left turn lane and southbound through lane at the intersection of Kegle Drive and Sacramento Avenue.
- ▶ Addition of an additional southbound left turn lane at Harbor Boulevard/Business 80 eastbound ramp intersection.
- ▶ Addition of a northbound through lane and widening of the offramp to provide shared right and

left turn lanes, a through lane, and a separate left turn lane at the Jefferson/Park/Business 80 ramps.

► Signalization at the following intersections:

- Bryte at Sacramento Avenue
- Jefferson Boulevard at "F" Street/Triangle Court
- SR 275 Ramps at West Capitol Avenue
- Jefferson Boulevard at Business 80 Westbound Ramp
- Jefferson Boulevard at SR 275 Eastbound On-Ramp
- Park Boulevard at Stone Boulevard

Also, the approach-lane assumptions discussed earlier for roadways which must be improved to adequately serve daily traffic flows must be incorporated with the improvements.

Table IV-5 shows the resulting levels-of-service for peak hour conditions based on the inclusion of these improvements.

In addition to the improvements described above, the *General Plan Policy Document* includes the policies to address traffic concerns:

- III.A.1. Street design and access standards shall provide for safe and efficient movement of goods and people.
- III.A.3. Streets shall be dedicated, widened, extended, and constructed according to the street cross section standards shown in Figure I-2. Dedication and improvements of full rights-of-way as shown in Figure I-2 shall not be required in existing developed areas where the City determines that such improvements are either infeasible or undesirable. Other deviations from these standards shall be permitted upon a determination by the City Engineer that safe and adequate public access and circulation are preserved by such deviations.
- III.A.4. Land uses which generate high traffic volumes shall be located near major transportation corridors and public transit facilities to minimize vehicle use, congestion, and delay.
- III.A.5. Neighborhood streets shall be designed to discourage through-traffic and unsafe traffic speeds.
- III.A.6. To the extent practicable, the City shall maintain streets in a condition which is safe for travel and consistent with current design standards.
- III.A.7. The primary purpose of streets shall be the movement of vehicles and goods; parking shall be a secondary and subordinate use only. If travel demands dictate, on-street parking may be removed to increase traffic-carrying capabilities.
- III.A.8. On-street truck parking shall be prohibited where such parking restricts adequate sight distances or otherwise poses a potentially hazardous situation.
- III.A.9. Industrial and commercial development shall be planned so that truck access through residential areas is avoided.



FIGURE IV-2
FUTURE DAILY TRAFFIC VOLUMES
 Improved Street System

TABLE IV-5

PEAK INTERSECTION LEVEL-OF-SERVICE

N-S Street	E-W Street	AM Peak		PM Peak	
		V/C	LOS	V/C	LOS
*Bryte	Sacramento	0.32	A	0.53	A
Harbor Blvd.	Halyard/EB Bus. 80	0.67	B	0.81	D
Harbor Blvd.	Bus. 80 WB Ramps	0.52	A	0.87	D
*Jefferson	F St/Triangle Ct.	0.45	A	0.68	B
Harbor Blvd.	W. Capitol Ave.	0.38	A	0.58	A
Enterprise	Industrial	0.57	A	0.73	C
Westacre	West Capitol	0.53	A	0.64	B
Jefferson	West Capitol	0.54	B	0.69	B
5th Street	West Capitol	0.44	A	0.61	B
Jefferson	Linden	0.80	C	0.58	A
Jefferson	Merkley	0.28	A	0.44	A
*Hwy 275 Ramps	West Capitol	0.53	A	0.88	D
Kegle	Sacramento	0.46	A	0.70	B
Harbor	Reed	0.72	C	0.78	C
*Jefferson	Bus. 80 WB On-Ramps	0.26	A	0.47	A
Jefferson	Park	0.73	C	0.82	D
Jefferson	Bus. 80 EB Off-Ramp	0.33	A	0.24	A
*Jefferson	275 EB On-Ramp	0.35	A	0.35	A
Jefferson	15th Street	0.69	B	0.74	C
3rd Street	West Capitol	0.25	A	0.42	A
5th Street	"C" Street	0.40	A	0.45	A
I-80 EB Ramps	Reed	0.78	C	0.84	D
I-80 WB Ramps	Reed	0.67	B	0.51	A
Harbor	Industrial	0.48	A	0.72	C
*Park	Stone	0.47	C	0.58	B
**Jefferson	Stone	0.52	A	0.57	A

EB = East-bound WB = West-bound

* These intersections are presently unsignalized. However, the traffic projections under the *General Plan* indicates that signal warrants will be met. Therefore, the above calculations assume signalization.

** Signalization has been assumed, as plans are currently under way.

Source: Omni-Means

- III.A.10. The City shall attempt to confine truck traffic to designated truck routes. The City shall consider the additional weight and turning requirements of trucks in selecting truck routes.
- III.A.11. To the extent practicable, grade separation of main line railroads and major arterial streets, particularly those of six lanes or more, shall be provided. The City shall maximize the use of available state and federal funds for grade-separated railroad crossings and encourage railroad companies to pay their equitable share of any such projects. The top priority for grade separation shall be Harbor Boulevard.
- III.A.12. The City shall ensure that access to the Southport area is provided for before new major development occurs in the Southport area.
- III.A.13. The City shall work with Caltrans and the City of Sacramento in improving the traffic-carrying capacity of the Tower Bridge and the I-Street Bridge, and in the development of the Sutterville Bridge.
- III.A.14. The City shall ensure through a combination of traffic impact fees and other funding mechanisms that new development pays its fair share of the costs of circulation improvements.

Several other policies in the *General Plan Policy Document* would lessen the impacts of new development on West Sacramento's streets and roads. These include the following:

- III.C.1. The City shall encourage and support programs which will increase ridesharing.
- III.C.2. The City shall cooperate with Caltrans in the development of park-and-ride facilities near major transportation corridors.
- III.C.3. The City shall adopt a Transportation Systems Management (TSM) ordinance applicable to major development projects and employers.
- III.G.1. The City shall create and maintain a safe and convenient system of pedestrian and bicycle pathways which encourages walking or bicycling as an alternative to driving. New development shall be required to pay its fair share of the costs for development of this pathway system.
- III.G.2. The City shall establish a safe and convenient network of identified bicycle routes connecting residential areas with recreation, shopping, and employment areas within the city. The City shall cooperate with surrounding jurisdictions in designing and implementing an area-wide bikeway system.

3. Impacts

With the improvements included in the *General Plan Circulation Plan* and shown on the *Circulation Plan Diagram*, no roadways are expected to exceed the *General Plan* policy level-of-service for daily traffic or peak hour volumes. As described in the *Major Projects Financing Analysis*, adequate financing for all necessary traffic improvements can be reasonably assured through a combination of sources and techniques. The impact of the *General Plan* on traffic conditions would, therefore, be less-than-significant.

4. Mitigation Measures

None required.

Regional Plan Consistency

The Sacramento Area Council of Governments (SACOG) is responsible for preparing and updating every two years a *Regional Transportation Plan (RTP)*. The *RTP* identifies the transportation needs of the Sacramento region, proposes a program of capital and operational improvements needed by 2010, and recommends a package of revenue increases to fund the proposed program. The most recent version of the *RTP* was adopted by SACOG in March 1990.

The focus of the *RTP* in terms of the roadway system is on proposed improvements to the State highway system. The only State highway improvement in West Sacramento included in the 1990 *RTP* is the widening and construction of a new two-lane bridge on Jefferson Boulevard (SR 84) over the barge canal. This improvement is included on the "short-term projects" list (i.e., within ten years). Under "local streets and roads," however, the *RTP* discusses City of West Sacramento plans to widen Harbor Boulevard to four lanes and construct a grade separation at the rail crossing, to construct a four-lane bridge across the Deep Water Ship Channel at Industrial Boulevard, and to widen Jefferson Boulevard from the Business Route 80/Route 50 interchange to Marshall Road.

According to SACOG, the 1992 *RTP* update will include local projects of regional significance. This update will consider the traffic improvements proposed in the 1990 West Sacramento *General Plan*.

The *Sacramento Metropolitan Area Transportation Study (Metro Study)* is another regional transportation planning study which relates to West Sacramento. The *Metro Study* recommends the development of a balanced transportation system which includes both public transit and roadways. The *West Sacramento General Plan* is consistent with this recommendation, providing roadways to serve local development, protecting transit corridors, and promoting land use development patterns that encourage pedestrian activity.

Additional discussion concerning regional circulation impacts is included in Appendix H in the response to the City of Sacramento's comments on the *Draft EIR*.

C. OTHER TRANSPORTATION FACILITIES AND SERVICES

In addition to streets and roads, several other transportation facilities and services will be affected by the *General Plan*, most importantly public transportation and rail service. These basic services are addressed in Chapter V of the *General Plan Background Report*.

1. Implications of the General Plan Land Use Diagram

Public Transportation

Because development of the land uses identified on the *General Plan Land Use Diagram* would result in significant population and job growth within West Sacramento, the demand for all types of transportation facilities, including public transportation, would increase.

Rail Service

Access to rail service in West Sacramento is now exclusively a concern of industrial users. Growth in demand for freight rail service will likely result from development of the industrial uses shown on the *Land Use Diagram*, specifically in Southport Industrial Park and Port Sacramento Industrial Park, where significant rail-dependent uses are expected to develop.

2. General Plan Policy Response

Public Transportation

Several specific policies included in the *General Plan* address the need for public transportation to respond to new growth. These include the following:

- III.A.4. Land uses which generate high traffic volumes shall be located near major transportation corridors and public transit facilities to minimize vehicle use, congestion, and delay.
- III.B.1. The City shall cooperate with Sacramento Regional Transit District (RT) to actively pursue extension of light rail into West Sacramento. Particular consideration shall be given to use of railroad rights-of-way, including the Union Pacific Railroad right-of-way in the Southport area. Transit station sites shall be identified along potential routes for extension of the light rail system.
- III.B.2. Should extension of the light rail system into West Sacramento prove infeasible, the City shall seek development of a feeder-bus system to facilitate use by West Sacramento residents of a South Sacramento extension of the light rail system.
- III.B.3. The City shall work to assure that YOLOBUS service is responsive to local needs.
- III.B.4. The City shall explore the possibility of ultimately contracting with RT for provision of bus service in West Sacramento and between West Sacramento and Sacramento.
- III.B.6. The City shall encourage privately-owned transit systems, such as taxicabs and private bus companies, to provide convenient transfers to and from public transit systems.
- III.B.7. Special consideration shall be given to proposed land uses adjacent to transit routes to ensure compatible and supportive relationships.

- III.B.8. The City shall support the provision of paratransit services for elderly and disabled residents of West Sacramento.
- III.B.9. New development shall be required to install indented curbs for bus pullouts, bus shelters, and other transit-related public improvements where appropriate.

Rail Service

The *Policy Document* includes policies that address existing rail facilities, including the following:

- III.B.5. The City shall support the establishment of high-speed intercity rail service connecting the Bay Area with the Sacramento area.
- III.B.10. The City shall work with railroad companies, rail-dependent industries, and property owners in developing an overall strategy for rail lines in West Sacramento, including plans for the development of alternative rail access, a schedule for abandonment of certain rail lines, plans for the ultimate use of abandoned railroad rights-of-way, and possible City acquisition of abandoned railroad rights-of-way.

Pedestrian and Bicycle Travel

- III.G.1. The City shall create and maintain a safe and convenient system of pedestrian and bicycle pathways which encourages walking or bicycling as an alternative to driving. New development shall be required to pay its fair share of the costs for development of this pathway system.
- III.G.2. The City shall establish a safe and convenient network of identified bicycle routes connecting residential areas with recreation, shopping, and employment areas within the city. The City shall cooperate with surrounding jurisdictions in designing and implementing an area-wide bikeway system.
- III.G.5. The City shall attempt to establish bicycle parking facilities at all new major public facilities, business and employment sites, and shopping centers.
- III.G.8. All new bridge crossings shall include bicycle and pedestrian pathways.

3. Impacts

The *General Plan* would not result in any significantly adverse impacts on transportation services and facilities other than streets and roads. Given the level of effort the *Plan* proposes to devote to public transportation, rail service, and pedestrian and bicycle transportation, the effects could, indeed, be beneficial.

4. Mitigation Measures

None required.

CHAPTER V

PUBLIC FACILITIES AND SERVICES

A. INTRODUCTION

This chapter assesses the impacts of the *General Plan* on water, sewer, drainage, police, and fire facilities and services, schools, solid waste collection and disposal, library service, utilities, and child care services in West Sacramento. Existing public facilities and services are described in Chapter VI of the *General Plan Background Report*. Child care issues and conditions in West Sacramento are discussed in Chapter XI of the *General Plan Background Report*.

B. WATER

The city's potable water is supplied by the Sacramento River. The main treatment plant began operating in Fall 1988. Prior to the main treatment plant's construction, West Sacramento relied on groundwater supplies.

The City's main treatment plant has a capacity of 30 million gallons per day (MGD). An additional 8 MGD of treated water capacity is currently available from two small treatment facilities served by five groundwater wells. Four additional wells are maintained on a standby basis to provide emergency backup untreated water.

1. Implications of the General Plan Land Use Diagram

The implications of the *General Plan Land Use Diagram* on West Sacramento's water supply and distribution system were analyzed by applying average water usage figures to the development potential of the *General Plan*.

The following unit flow factors were used to estimate average water demand at buildout of the *General Plan*:

Residential	200 gallons per capita per day
Commercial	1,200 gallons per acre per day
Industrial	1,800 gallons per acre per day
Other (schools, parks, and recreation areas)	800 gallons per acre per day

These unit flow factors were applied to land uses and population at buildout of the *General Plan*. As shown in Table V-1, average daily water demand at buildout would be 23.6 MGD. This is equivalent to approximately 26,500 acre-feet per year.

TABLE V-1
AVERAGE DAILY WATER DEMAND AT BUILDOUT

Land Use	Population	Area (Acres)	Average Water Demand at Buildout (MGD)
Residential ¹	79,903		15.98
Commercial ²		1,130.6	1.36
Industrial ³		2,998.9	5.39
Other ⁴		1,091.7	0.87
Total			23.60

¹Assumes 95% occupancy of all dwelling units (see Table II-3)

²Includes NC, CC, HSC, WRC, GC, O, and BP designations

³Includes MCI, LI, HI, and WRI designations

⁴Includes PQP and RP designations

Source: Nolte and Associates

The City of West Sacramento's water treatment and distribution system were constructed generally in accordance with the *Master Water Plan and Pre-Design Report for the Capital Improvement Program*, prepared in 1985 for the East Yolo Community Services District. The *Master Water Plan* projected an ultimate average water demand of 31.5 MGD, assuming buildout of all areas within its planning area, which is roughly the present West Sacramento city limits. The *Water Master Plan* projected a buildout population of 97,984.

The *Master Water Plan* does not identify all the land use assumptions upon which its estimates were based and employs different planning subareas than the *General Plan*. Therefore, it is not possible to determine in detail how and where its assumptions differ from the *General Plan*. The lower buildout population of the *General Plan* results in a 7.4 MGD lower average water demand than buildout of the *Master Water Plan*. Specifically, the *Master Water Plan* projects an average water demand of 15.9 MGD for the portion of the city south of the barge canal, while buildout of this area under the *General Plan* would create an average demand of 12.4 MGD. It should be noted that buildout of the *General Plan* does not provide for buildout of the entire city. Over 1,000 acres designated for agriculture could potentially be developed with urban uses beyond the time frame of the *General Plan*. The *Master Water Plan* is, therefore, fundamentally consistent with the *General Plan*.

Maximum daily demand is used to size water treatment facilities. Using a peaking factor of 2.2, the maximum daily demand at buildout of the *General Plan* would be 51.9 MGD.

The City's surface water treatment plant can meet maximum daily demands up to 30 MGD. The treatment plant site provides for future expansion to 70 MGD. Combined with the emergency groundwater reserve, this should provide maximum daily capacity well above the buildout peak demand of 53 MGD.

The City's existing water rights permit issued by the State Water Resources Control Board and

contract with the U.S. Bureau of Reclamation allows the City to withdraw an average of 21.1 MGD (23,600 acre-feet per year) from the Sacramento River. This represents 90 percent of the average demand at buildout. The *Water Master Plan* projected that this volume of water would be sufficient to meet annual demand through year 2045.

In some developed areas, existing distribution facilities are either not adequately-sized to meet current demands or are in poor condition. Most undeveloped areas are not presently served by the distribution system and would require extensions to the existing system.

2. General Plan Policy Response

The following *General Plan* policies address the implications of development under the *General Plan* on West Sacramento's water supply and distribution system:

- IV.A.1. The City shall continue to use treated surface water from the Sacramento River as the principal source of domestic water for the city, relying on treated groundwater only to supply the port pressure zone and as an emergency backup to the surface water source. The City shall pursue, as expeditiously as possible, acquisition of additional surface water rights necessary to accommodate projected water demand.
- IV.A.2. The City shall continue to expand and develop water treatment, distribution, and storage facilities to accommodate the needs of the growing urban population.
- IV.A.3. To minimize the need for the development of new water sources and facilities and to minimize sewer flows, the City shall promote water conservation both in City operations and in private development.
- IV.A.4. The City shall replace or repair old, leaking water lines as financially feasible.
- IV.A.7. The City shall, through a combination of water development fees and other funding mechanisms, ensure that new development pays its fair share of the costs of water system improvements.

3. Impacts

Development under the *General Plan* will require expansion and extensions to the City's water treatment and distribution system. New water transmission and storage facilities will be required to serve development in areas not presently served by the water distribution system. The *Major Projects Financing Analysis* identifies water system improvements needed to serve projected development under the *General Plan*. As described in the *Major Projects Financing Analysis*, adequate financing for all necessary water system improvements can reasonably be assumed through a combination of sources and techniques.

At buildout of the *General Plan*, assuming typical average consumption rates, total average water demand is estimated to be 23.6 MGD and peak daily demand to be 51.9 MGD. This demand would require withdrawals up to 26,500 acre-feet of water per year from the Sacramento River, depending on the quantity of groundwater used. Water conservation measures could reduce total water demand at buildout.

The *General Plan Policy Document* provides for the expansion and financing of the City's water treatment capacity and extensions to the water distribution system. The impact of the *General Plan*

on the City's water treatment and distribution system would, therefore, be less-than-significant.

4. Mitigation Measures

None required.

C. SEWER

The City of West Sacramento provides sanitary sewer collection and treatment services for all residential, commercial, and industrial developments within the city. The City's wastewater treatment plant, located on South River Road directly north of the barge canal, has a capacity of 5.0 MGD. The plant provides secondary treatment and has recently been enlarged to increase its capacity from 5.0 MGD to 7.5 MGD. The plant discharges via a 30-inch outfall sewer and multiport diffuser to the Sacramento River downstream of Clarksburg.

The *City of West Sacramento Master Sewerage Plan*, published September 1987, includes an analysis of existing (1987 baseline) facilities and recommends future improvements, some of which have been or are in the process of being constructed. The facilities described in this *EIR* are either shown in the *Master Sewerage Plan*, proposed in conjunction with specific project proposals, or are entirely new facilities specifically designed to accommodate the land uses shown on the *Land Use Diagram*.

The *Master Sewerage Plan* examined two major sewage collection and treatment options. One option was the expansion of the existing plant in several increments to an ultimate capacity of 15 MGD. The second option was construction of a second wastewater treatment plant at the southernmost city limits adjacent to the Sacramento River. All wastewater generated north of the Deep Water Ship Channel and barge canal would be treated at the existing plant, while all wastewater generated south of this waterway would ultimately be treated at the new plant. The *Master Sewerage Plan* recommended this two-plant option. A third option is currently under consideration by the City Public Works Department. Under this option, all wastewater generated within the city would ultimately be treated at the new southern plant.

1. Implications of the General Plan Land Use Diagram

The *Master Sewerage Plan* projects that at buildout of the master sewerage planning area, average wastewater flows will increase from current levels of about 4 million gallons per day (MGD) to approximately 14.9 MGD. The *Master Sewerage Plan's* planning area included the current city limits plus 405 acres northwest of the city.

Major differences between the land use assumptions of the *Master Sewerage Plan* and land use assumptions of the *General Plan* are summarized in Table V-2.

TABLE V-2
DIFFERENCES IN ASSUMPTIONS
BETWEEN MASTER SEWERAGE PLAN AND GENERAL PLAN

Area Description	Area (Acres)	<i>Master Sewerage Plan</i> Land Use	<i>General Plan</i> Land Use
1. West of CHP/Public and Riverside Industrial	405	Open Space	Not Included
2. Bypass portion of West Capitol	84	Commercial/ Industrial	Agricultural
3. Bayside Land and Development	310	Commercial/ Industrial	256 acres residential; 20 acres commercial; 34 acres parks/public.
4. Southport south of Bevan and southwest of Gregory	1,281	607 acres residential; 616 acres commercial/ industrial; 58 acres open space	Agricultural

Sources: *City of West Sacramento Master Sewerage Plan*, September 1987; and Nolte and Associates.

To calculate wastewater flows in the *Master Sewerage Plan*, average wastewater flows from all currently developed lands were assumed to remain constant at current levels. Projections of average wastewater flows for undeveloped areas were based on the following factors:

Residential	1,890 gallons per acre per day
Commercial or industrial	900 gallons per acre per day
Infiltration	450 gallons per acre per day

These factors were developed from records of current water use and sewage flow and assume that future flows from residential and commercial/industrial lands will be proportionate to current flows.

According to the City Public Works Department, the following flow projection factors will be used to estimate average wastewater flows when designing sanitary sewers to serve future developments within the city:

Residential	3.5 persons per single family dwelling; 100 gallons per person per day
Commercial	1,500 gallons per acre per day
Light Industrial	2,000 gallons per acre per day
Infiltration	1,000 gallons per inch diameter mile per day

The residential sewage flow projection factor used in the *Master Sewerage Plan* equates to 5.4 units per acre at these design flow projection factors. Therefore, the residential sewage flow projection factor used in the *Master Sewerage Plan* appears reasonable when compared with that used by the City for design purposes.

The commercial and industrial sewage flow projection factors used in the *Master Sewerage Plan* are, however, significantly lower than those used by the City in designing sanitary sewers to serve future commercial or industrial developments. An explanation for this discrepancy is that the *Master Sewerage Plan* assumes that future flows from commercial/industrial lands will be proportionate to current flows, and many existing commercial and industrial lands within the city are not intensely used.

Residential Generation

Application of the *Master Sewerage Plan's* assumption of 1,890 gallons of sewage per acre per day to the total residential acreage shown on the *Land Use Diagram* (5,197 acres, see Table III-1) results in an average of 9.8 MGD of sewage generation.

Commercial/Industrial Generation

Assuming the *Master Sewerage Plan's* commercial/industrial flow generation factor of 900 gallons per acre per day, buildout of the *General Plan* would result in average sewage flow of 3.7 MGD per day from commercial and industrial development. Addition of this total to the average residential generation of 9.4 MGD results in a total of 13.5 MGD.

Assuming a flow generation factor of 1,500 gallons per acre per day for commercial uses and 2,000 gallons per acre per day for industrial uses, an estimated average sewage flow of 7.7 MGD would be expected at buildout of commercially- and industrially-designated land. Addition of this commercial/industrial total to the residential total of 9.8 MGD results in a total average daily generation of 17.5 MGD.

In any case, development under the *General Plan* would require extensions of existing sewer lines to presently undeveloped areas and expansion of the City's treatment capacity.

2. General Plan Policy Response

The following *General Plan* policies address the implications of increased wastewater flows:

- IV.A.3. To minimize the need for the development of new water sources and facilities and to minimize sewer flows, the City shall promote water conservation both in City operations and in private development.
- IV.B.1. The City shall selectively repair or replace sanitary sewers serving the existing community to remove excessive infiltration/inflow.
- IV.B.2. The City shall ensure the provision of adequate sewer service to all new development in the city and support the extension of sewer service to existing developed areas where this service is lacking.
- IV.B.3. The City shall expand and develop new wastewater treatment and disposal facilities to accommodate the needs of existing and planned development.
- IV.B.4. The City shall, through a combination of sewer development fees and other funding mechanisms, ensure that new development pays its fair share of the costs of sewer system improvements.
- IV.B.5. The City shall actively promote and enforce appropriate industrial pre-treatment standards and source control for toxic materials entering the sewer system. Realistic goals and implementation programs shall be prepared with the business community to ensure compliance with all EPA discharge requirements.

3. Impacts

At buildout of the *General Plan*, wastewater generation is estimated to be between 13.5 and 17.5 MGD, depending on the level of assumed commercial and industrial wastewater generation. At buildout of the *General Plan*, wastewater flows in West Sacramento would exceed the existing plant's treatment capacity. The City will provide for increased sewage treatment capacity either through the expansion of its existing plant or development of a new plant at the southernmost city limits, or both. Wastewater flows could be reduced through water conservation practices. Expansion and development of new treatment plants could address increased demand. Development under the *General Plan* would also require extensions of sewer trunk lines to presently unserved areas. The *Major Projects Financing Analysis* identifies sewer system improvements needed to served projected development under the *General Plan*. As described in the *Major Projects Financing Analysis*, adequate financing for all necessary sewer system improvements can reasonably be assumed through a combination of sources and techniques.

The *General Plan Policy Document* provides for the construction and financing of expanded treatment and distribution facilities to serve new development. The impact of the *General Plan* on the City's sewer collection and treatment system would, therefore, be less-than-significant.

4. Mitigation Measures

None required.

D. DRAINAGE

Storm drainage services are provided to West Sacramento by the City and three reclamation districts. Reclamation District (RD) 811 is located in the northeast portion of the city; RD 537 is located in the northwest section of the city; and RD 900 is located south of the two other reclamation districts and covers the greatest area. The responsibilities of the City and the reclamation districts for drainage facilities are discussed in Chapter VI of the *General Plan Background Report*.

The reclamation districts' boundaries and major drainage structures are shown in Figure VI-6 in the *General Plan Background Report*. Drainage channels and trunk facilities serve both as trunk drainage channels and as detention facilities to store runoff until the pump stations can drain them. In the southern portion of the city, some of the channels maintained by RD 900 are also used for irrigation.

1. Implications of the General Plan Land Use Diagram

Future stormwater runoff was analyzed based on the increase in the amount of impervious surfaces resulting from development under the *General Plan*. The design of both existing and new drainage facilities in West Sacramento are based on the *Yolo County Drainage Standards*.

The analysis of runoff from a storm over a given area involves the computation of flows and the routing of those flows through an existing or proposed system. This is done by using the "Rational Method." The Rational Method is the most widely used method for computing quantities of stormwater runoff. The equation for the Rational Method takes the form " $Q = CIA$," where:

- Q = Peak runoff in cubic feet per second (cfs);
- C = Composite runoff coefficient describing the portion of rainfall that occurs as runoff;
- I = Average intensity of rainfall in inches per hour, which corresponds to the basin's time of concentration; and
- A = Drainage basin area in acres.

The Rational Method assumes that rainfall occurs uniformly over the drainage basin, rainfall occurs uniformly over time, and peak runoff from the basin occurs when the entire basin is contributing to the runoff.

The selection of the proper runoff coefficient (C) is critical to the computation of stormwater runoff. Runoff is dependent on the slope, cover, and saturation of the drainage basin. The type of land uses within a basin affects the amount of runoff generated by a storm. Urban development can greatly increase runoff due to the covering of pervious area, such as dirt or fields, with impervious surfaces, such as roofs or pavement.

Runoff coefficients (C values) have been assumed for each land use designation shown on the *Land Use Diagram*. Each land use was considered to have a corresponding percentage of impervious surface. For instance, industrial areas would have a greater percentage than residential areas because of the large areas of paved surface. The runoff coefficient reflects the portion of rainfall that will occur as runoff.

The changing of land uses can change the C value associated with an area. For example, the conversion of an agricultural area to an industrial area would entail covering of pervious surfaces,

such as fields, with impervious surfaces, such as pavement. Rainfall can soak into fields at a much greater rate than into pavement. More runoff will, therefore, occur with an industrial use than with an agricultural use.

The land uses of an area will also affect the time it takes for runoff to reach the drainage outlet for that area. In generally flat areas (ground slope of less than one percent), paved areas drain faster than unpaved areas. This also affects the amount of runoff generated from an area by changing the intensity of the design storm chosen for that area.

Table V-3 indicates the runoff coefficients for various land use designations in the *General Plan*.

The *Yolo County Standards* provided guidelines for the selection of runoff coefficients. These values are conservative in that they assume 100 percent buildout within drainage shed areas. The intensity (I) of a storm, as modelled using the Rational Method, is related to the time of concentration of a drainage basin. Time of concentration is the time it takes for the runoff from the most remote point of a basin to reach the outlet of that basin. Thus, the entire basin is contributing runoff to the basin's outlet, maximizing the flow from the basin. The intensity of a storm is derived from an intensity-duration-frequency relationship for precipitation. This relationship has been developed for the area near Davis in the *Yolo County Standards* and is utilized in this study.

TABLE V-3
SUMMARY OF RUNOFF COEFFICIENTS

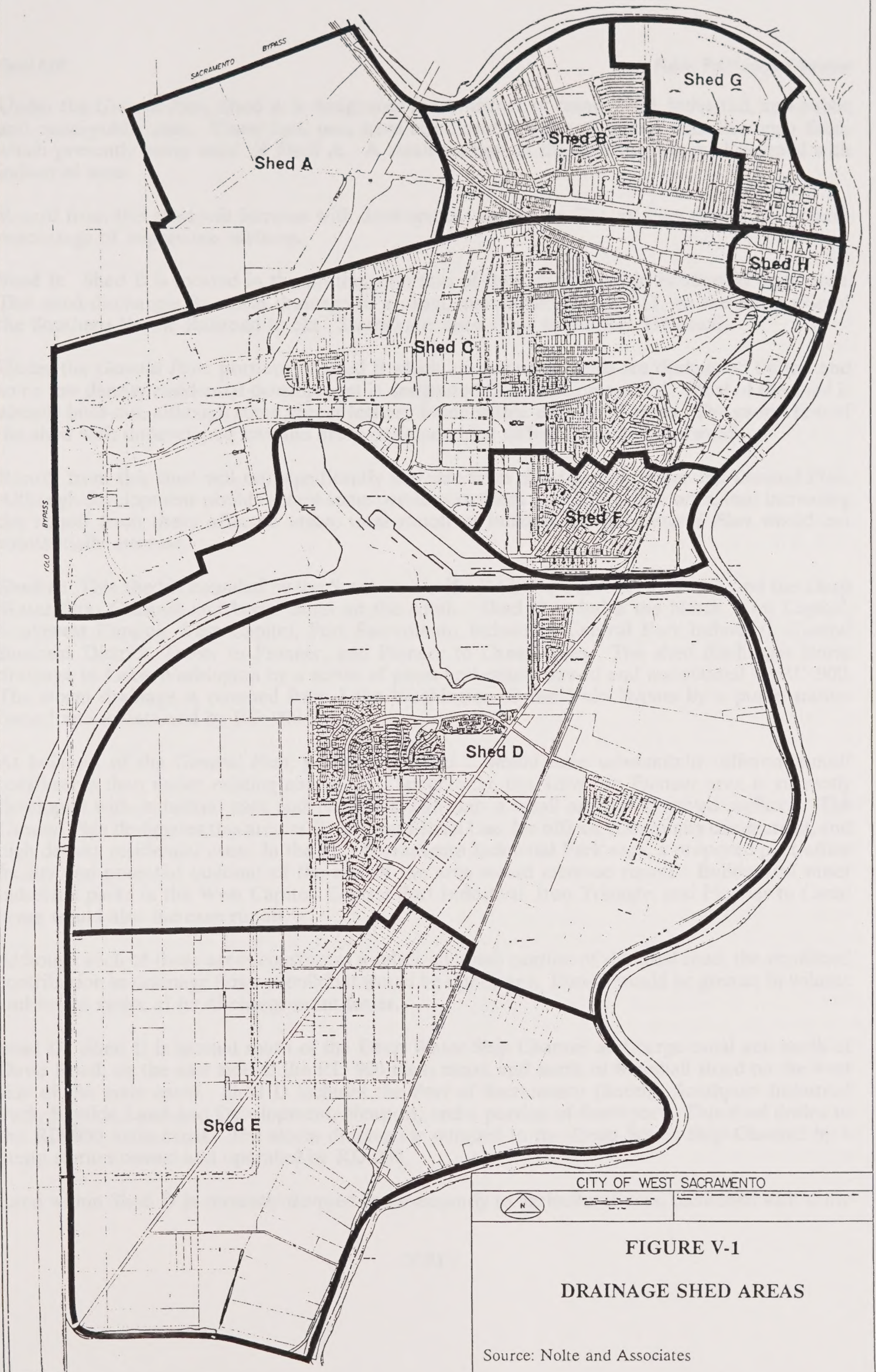
Land Use Designation		Runoff Coefficient (C)
RR	Rural Residential	0.45
LR	Low Density Residential	0.45
MR	Medium Density Residential	0.45
HR	High Density Residential	0.45
HRR	High Rise Residential	0.80
PR	Planned Residential	0.45
NC	Neighborhood Commercial	0.80
CC	Community Commercial	0.80
HSC	Highway Service Commercial	0.80
WRC	Water-Related Commercial	0.80
GC	General Commercial	0.80
O	Office	0.80
BP	Business Park	0.80
CBD	Central Business District	0.80
RMU	Riverfront Mixed Use	0.80
MCI	Mixed Commercial/Industrial	0.80
LI	Light Industrial	0.80
HI	Heavy Industrial	0.80
WRI	Water-Related Industrial	0.80
PQP	Public/Quasi-Public	Varies*
RP	Recreation and Park	0.45
OS	Open Space	0.45
AG	Agriculture	0.45
SSC	Special Study Corridor	Varies*

*C values are varied as these areas are designated for various types of land uses

Source: Nolte and Associates

For purposes of analysis, eight drainage sheds (designated A through G) have been identified within the city, as shown in Figure V-1. The boundaries of these sheds were established using reclamation district boundaries and the location of City outfall structures. The implications of development under the *General Plan* have been analyzed for each drainage shed area.

Shed A: Shed A is located in the northwest portion of the city, the areas shown in Figure II-1 as Riverside Industrial, Riverpoint Business Park, and CHP/Public. Shed A discharges runoff to a canal and storage basin maintained by RD 537. Drainage is pumped from the storage basin to the Yolo Bypass by a pump station owned jointly by RD 537 and RD 811.



Under the *General Plan*, Shed A is designated for a mixture of commercial, industrial, and public and quasi-public uses. These land uses have significantly higher C values than the open fields which presently cover most of Shed A. A small portion of the shed is already developed with industrial uses.

Runoff from this shed will increase with development under the *General Plan* due to the greater percentage of impervious surfaces.

Shed B: Shed B is located in the northern portion of the city in the Old Broderick/Bryte area. This shed discharges its storm drainage to a canal, maintained by RD 811, on the north side of the Southern Pacific Railroad tracks. Stormwater then flows to the RD 537 canal.

Under the *General Plan*, portions of Shed B which are presently fields are designated Office, and some low density residential development is designated General Commercial. Most of the shed is already built-out, although some vacant lots are found within developed areas. The proportion of the shed with undeveloped lots and areas designated for different land uses is small.

Runoff from this shed will not significantly increase from development under the *General Plan*. Although development would replace some pervious surfaces with impervious ones, thus increasing the runoff from these affected areas, total runoff at buildout of the *General Plan* would not substantially increase.

Shed C: This shed is bounded by the Southern Pacific Railroad tracks on the north and the Deep Water Ship Channel and barge canal on the south. Shed C includes the North West Capitol, Southwest Capitol, West Capitol, Port Sacramento Industrial, Central Port Industrial, Central Business District, Tower to Pioneer, and Pioneer to Canal areas. The shed discharges storm drainage to Lake Washington by a series of pipes and canals owned and maintained by RD 900. The storm drainage is pumped from Lake Washington to the Yolo Bypass by a pump station owned and maintained by RD 900.

At buildout of the *General Plan*, portions of Shed C would have substantially different runoff coefficients than under existing conditions. Specifically, the Tower to Pioneer area is currently developed with industrial uses and rail yards with only a small amount of paved surfaces. The *General Plan* designates this area as Riverfront Mixed Use, for offices, community commercial, and high density residential uses. In the Port Sacramento Industrial Park area, a proposed post office facility and potential buildout of the rest of the area would increase runoff. Buildout of other industrial parks in the West Capitol, Central Port Industrial, Iron Triangle, and Pioneer to Canal areas would also increase runoff.

Although each of these areas constitutes a relatively small portion of the total shed, the combined contribution to drainage flows at buildout would be significant. Runoff would be greater in volume and would arrive at its discharge point faster.

Shed D: Shed D is located south of the Deep Water Ship Channel and barge canal and north of Davis Road, on the east side of the RD 900 main canal, and north of Marshall Road on the west side of the main canal. Shed D includes the Port of Sacramento (South), Southport Industrial Park, Bayside Land and Development, Newport, and a portion of Southport. This shed drains to the RD 900 main canal. The storm drainage is pumped to the Deep Water Ship Channel by a pump station owned and operated by RD 900.

Land within Shed D is currently devoted predominantly to agricultural uses, combined with some

low density, medium density, and rural residential uses. Much of the current agricultural areas are designated for Heavy Industrial and Water-Related Industrial. The Newport and Bayside Land and Development areas are designated primarily for residential uses.

The amount of runoff generated at buildout will be much greater than under existing conditions. Presently, Shed D has several large ditches and low areas that tend to delay runoff from reaching the drainage system. At buildout of the *General Plan*, these ditches and low areas will be eliminated and pervious surfaces will be paved and developed, causing stormwater runoff to be greater in quantity and reach the trunk drainage systems faster.

Shed E: This shed is south of Shed D, north of the southern city limits in a portion of Southport. Drainage from this area is conveyed by the RD 900 main canal to the main pump station, as described under Shed D.

Shed E is currently devoted to agricultural uses. The *General Plan* designates part of this shed as Planned Residential and part as Agriculture.

Development under the *General Plan* would allow for the conversion of agricultural areas to residential uses. As discussed under Shed D, as irrigation ditches and low areas are filled and landscaped, runoff will increase and will reach the trunk drainage system (the RD 900 main canal) much faster than it does presently.

Shed F: Shed F encompasses part of Residential West Sacramento, part of the Central Port Industrial area, and the Pioneer to Canal area. Drainage from this shed is conveyed by a system of pipes which are owned and maintained by the City. These pipes discharge to the Deep Water Ship Channel.

This shed is, for drainage purposes, built-out. Shed F will not experience any significant increase in stormwater runoff under the *General Plan*. Small commercial uses or new houses may be built on currently vacant lots and industrial areas may be converted to Riverfront Mixed Use, but the contribution of such development to the total runoff from Shed F would be insignificant.

Shed G: This shed includes the northeast corner of the city where the Lighthouse Marina project is planned. While no drainage facilities presently exist, a pump station and drainage system is planned as part of the Lighthouse Marina development, which would isolate it from RD 811's drainage system. Drainage would be pumped to the Sacramento River.

Under the *General Plan*, the Lighthouse Marina area is designated for residential, commercial, and recreational uses. The land is currently open fields. Grading, landscaping, and paving of this area would increase the stormwater runoff.

Shed H: Shed H includes the Broderick Reuse Area and Raley's Landing. Drainage from this shed currently is piped to a pump station which is owned and maintained by the City. This pump outfalls to the Sacramento River. A new pump station to replace the existing one is under construction as part of the Raley's Landing development.

This area is designated for redevelopment under the *General Plan*. Existing low and medium density residential areas are designated for high density residential and commercial and office uses. Because land within this shed is already developed, or for the most part covered with paving, buildings, or landscaping, the difference in the amount of pervious areas covered by these surfaces and associated runoff is expected to increase only slightly with redevelopment.

2. General Plan Policy Response

The following *General Plan* policies address the implications of increased drainage flows from development:

- IV.C.1. Where practical and economical, the City shall upgrade existing drainage facilities as necessary to correct localized flooding problems.
- IV.C.2. The City shall continue to expand and develop storm drainage facilities to accommodate the needs of existing and planned development.
- IV.C.3. The City shall form storm drainage districts as needed to ensure that needed storm drainage facilities are properly constructed, operated, and maintained.
- IV.C.4. The City shall, through a combination of drainage improvement fees and other funding mechanisms, ensure that new development pays its fair share of the costs of drainage system improvements.

3. Impacts

At buildout of the *General Plan*, stormwater runoff will increase from urban development covering pervious areas such as dirt or fields with impervious surfaces such as roofs and pavement. The most substantial increases in runoff will occur in Sheds A, C, D, E, and G, as described in the previous section on "Implications of the General Plan Land Use Diagram." These shed areas are currently predominantly vacant or agricultural and are designated for urban development under the *General Plan*. The *Major Projects Financing Analysis* identifies drainage improvements needed to serve projected development under the *General Plan*. As described in the *Major Projects Financing Analysis*, adequate financing for all necessary drainage system improvements can reasonably be assumed through a combination of sources and techniques.

The *General Plan Policy Document* provides for the expansion, development, and financing of new storm drainage facilities. The impact of the *General Plan* on drainage in West Sacramento would, therefore, be less-than-significant.

4. Mitigation Measures

While development under the *General Plan* should not adversely impact drainage in West Sacramento, the *General Plan* includes a policy to investigate the possibility of consolidating the existing reclamation districts as a means of providing better levee maintenance and flood protection. The effects of possible consolidation on the development and maintenance of drainage facilities could also be considered as part of this investigation.

E. POLICE

The West Sacramento Police Department is located at 305 Third Street. As of December 1988, the Police Department employed approximately 53 sworn personnel and 18 non-sworn personnel.

For Priority 1 calls, which constitute major crimes or incidents in progress, the Police Department has an typical response time of two to four minutes.

1. Implications of the General Plan Land Use Diagram

As the city grows, increased population and new commercial and industrial development will increase the need for police service. Police service requirements are also influenced by the demand for traffic control and traffic accident services. The higher the traffic volumes, the greater the need for traffic control services. Response times could increase if staffing does not keep pace with the increased demand for police service.

The West Sacramento Police Department evaluates staffing needs based on the number of calls for service. It is not possible to estimate future calls for service at buildout of the *General Plan*. Typical California staffing levels were, therefore, used to estimate future staffing needs. Assuming a ratio of 1.5 sworn officers per 1,000 population, at buildout population of 79,900 (assuming a five percent vacancy rate), the West Sacramento Police Department would require about 120 total sworn officers, or 67 additional officers, plus support personnel and equipment.

The City is pursuing development of a public safety facility, to house the Police Department, at the corner of Sacramento Avenue and Kegle Drive. The Police Chief estimates that the planned building will be sufficient to accommodate 80 to 90 sworn officers and associated support personnel. The site also has potential for facility expansion to accommodate space requirements at *General Plan* buildout.

2. General Plan Policy Response

The *General Plan Policy Document* contains the following policies to assure that adequate levels of police service and facilities are maintained:

- I.F.3. The City shall pursue the development of a public safety facility, including a fire station and police station.
- IV.E.1. The City shall, through adequate staffing and patrol arrangements, endeavor to maintain the minimum feasible response times for police calls. The goal for average response time for Priority 1 (emergency) calls shall be five minutes.
- IV.E.2. The Police Department shall continually monitor response times and report annually on the results of the monitoring.
- IV.E.3. The City shall encourage the use of private patrols and security personnel in large residential and commercial developments to supplement police services.
- VII.F.1. The Police Department shall provide neighborhood security and crime prevention information and training to neighborhood groups and homeowners' associations.

- VII.F.2. The City shall encourage the use of physical site planning as an effective means of preventing crime. Developers shall design open spaces, parking lots, parks, play areas, and other public spaces so they can be under continuous surveillance by residents. To this end, the Police Department shall participate in the development review process to ensure that crime prevention considerations are incorporated in the design of residential, commercial, industrial, and public facility projects.
- VII.F.3. The City shall provide and maintain an adequate level of police equipment and personnel consistent with city growth and development.

3. Impacts

At buildout of the *General Plan*, the West Sacramento Police Department would require approximately 120 sworn officers, or 67 additional officers, plus additional support personnel and equipment. Expansion of the Police Department facilities would also be required.

The *General Plan Policy Document* contains policies aimed at reducing demand for police services and endorses minimum response times with staffing to ensure these goals. The impact of the *General Plan* on police service would, therefore, be less-than-significant.

4. Mitigation Measures

None required.

F. FIRE

Fire protection is provided by the West Sacramento Fire Department (WSFD). In March 1990, the Department employed a total of 49 emergency response personnel (42 on 24-hour shifts and 7 on 40-hour work weeks), 12 building inspectors, and support personnel. Approximately 20 voluntary reserves are available.

The Fire Department presently operates out of four stations. Locations of stations are shown in Figure V-2. West Sacramento maintains an Insurance Services Office (ISO) rating of 4 on a scale of 1 to 10, 1 being best.

1. Implications of the General Plan Land Use Diagram

Fire service is similar to police service in terms of need to maintain a 24-hour response capability and the need to minimize response times to calls. For fire service, however, the location of stations in relation to the service area is critical, while police typically respond to calls from a patrol beat.

The WSFD presently maintains a ratio of 1.8 emergency response personnel to 1,000 population. As the city grows, the WSFD should become more efficient in its use of staff, due to economies of scale. Assuming administrative personnel (those on 40-hour work weeks) will increase only incrementally, a more realistic ratio for estimating future personnel needs is applying West Sacramento's 42 24-hour-shift personnel to its 1988 population of 27,500, which works out to a ratio of 1.5 firefighters per 1,000 population.

Applying this ratio to the estimated *General Plan* buildout population of 79,900, West Sacramento would require a total of 120 firefighters, plus approximately 10 administrative personnel, for a total firefighting personnel of about 130, plus additional inspection and support personnel.

The WSFD is preparing a *Fire Master Plan* to address facility, staffing, and equipment needs for the next five and ten years. The *Fire Master Plan* is scheduled for release in Spring 1990. Preliminary recommendations from working drafts of the *Fire Master Plan* are included in this analysis. Final conclusions and recommendations in the *Fire Master Plan* may differ slightly.

As discussed previously, fire station location is critical in determining response times within the city. The WSFD anticipates that within ten years, all four existing fire stations will be relocated as shown in Figure V-2.

Total staffing within ten years is estimated to be four engine companies, staffed by three firefighters and one firefighter/paramedic at all times, one truck company staffed by four personnel trained as hazardous material response personnel. This totals 20 people minimum staffing at all times, which works out to approximately 69 full-time emergency response personnel to achieve 24-hour response capability and provide for vacations and sick leave. Eight administrative personnel on 40-hour work weeks would also be required, along with increased inspection and support personnel.

The 24 personnel (minimum staffing level per shift) are projected to be divided by stations as follows:

- Station #1: one engine company, one truck company (8)
- Station #2: one engine company (4)
- Station #3: one engine company, two hazardous material personnel (4)
- Station #4: one engine company (4)

Applying the ratio of 1.5 firefighters to 1,000 population, this staffing level would assume a population of 46,700 in 1999, or an increase of 19,200 in ten years. At buildout of the *General Plan*, the four fire stations would probably be adequate to serve development in the city. Expansion of some stations might be required to accommodate increased personnel and equipment space needs.

In addition, the development of high rise residential and office complexes would require special firefighting equipment, and increased commercial and industrial services would increase the need for hazardous material response and cleanup.

2. General Plan Policy Response

The *General Plan* contains the following policies to address the implications of development on fire service:

- I.F.3. The City shall pursue the development of a public safety facility, including a fire station and police station, at the northwest corner of Sacramento Avenue and Kegle Drive.
- IV.F.1. The City shall endeavor to achieve and maintain an overall fire insurance (ISO) rating of 3 or better. The goal for average response time for Priority 1 (emergency) calls shall be five minutes for 95 percent of the calls.
- IV.F.2. Fire stations shall be strategically located to ensure optimal response time. The existence of physical barriers shall be an important siting consideration.



- IV.F.3. The City shall attempt to offset the need for new fire department staff and equipment and to improve fire safety by requiring installation of built-in fire suppression equipment in all new development.
- IV.F.4. The City shall pursue the development of a local or joint fire training facility.
- IV.F.5. The City shall ensure that special equipment and trained personnel are available to address the needs of high-rise, waterfront, and industrial development.

3. Impacts

Increased population and new commercial and industrial development under the *General Plan* will increase the need for fire service. At buildout, the WSFD will require approximately 120 firefighters, about 10 administrative personnel, and additional inspection and support personnel. Improved fire suppression capability in new development could reduce the demand for emergency response personnel.

Projected development at full buildout under the *General Plan* would require at least one new fire station, expansion of existing stations, and additional firefighting equipment.

The *General Plan Policy Document* includes policies to address increased demand for fire service from new development, and sets a goal of an ISO rating of 3, better than the City's present ISO rating of 4. The impacts of the *General Plan* on fire services, therefore, would be less-than-significant.

4. Mitigation Measures

None required.

G. SCHOOLS

The Washington Unified School District (WUSD) provides public education services to West Sacramento. In the 1987-88 school year, used as the baseline for purposes of the *General Plan*, the District operated five elementary schools (grades K-5), one middle school (grades 6-8), one high school (grades 9-12), a continuation high school, and a preschool facility. The subsequent school year (1988-89), the District renovated Bryte Elementary School and operated it as a sixth elementary school. Schools are discussed in Chapter VI of the *General Plan Background Report*.

1. Implications of the General Plan Land Use Diagram

The implications of the *General Plan* land use plan for schools were assessed by analyzing new student generation at buildout of the *General Plan* added to 1987-88 WUSD enrollment. The number of new schools required was estimated based on remaining school capacity in 1988 and assumed typical capacity levels for new schools.

Total enrollment in 1987-88 was 4,463 students. Table V-4 shows enrollment and capacity by school. School locations are shown in Figure V-3.

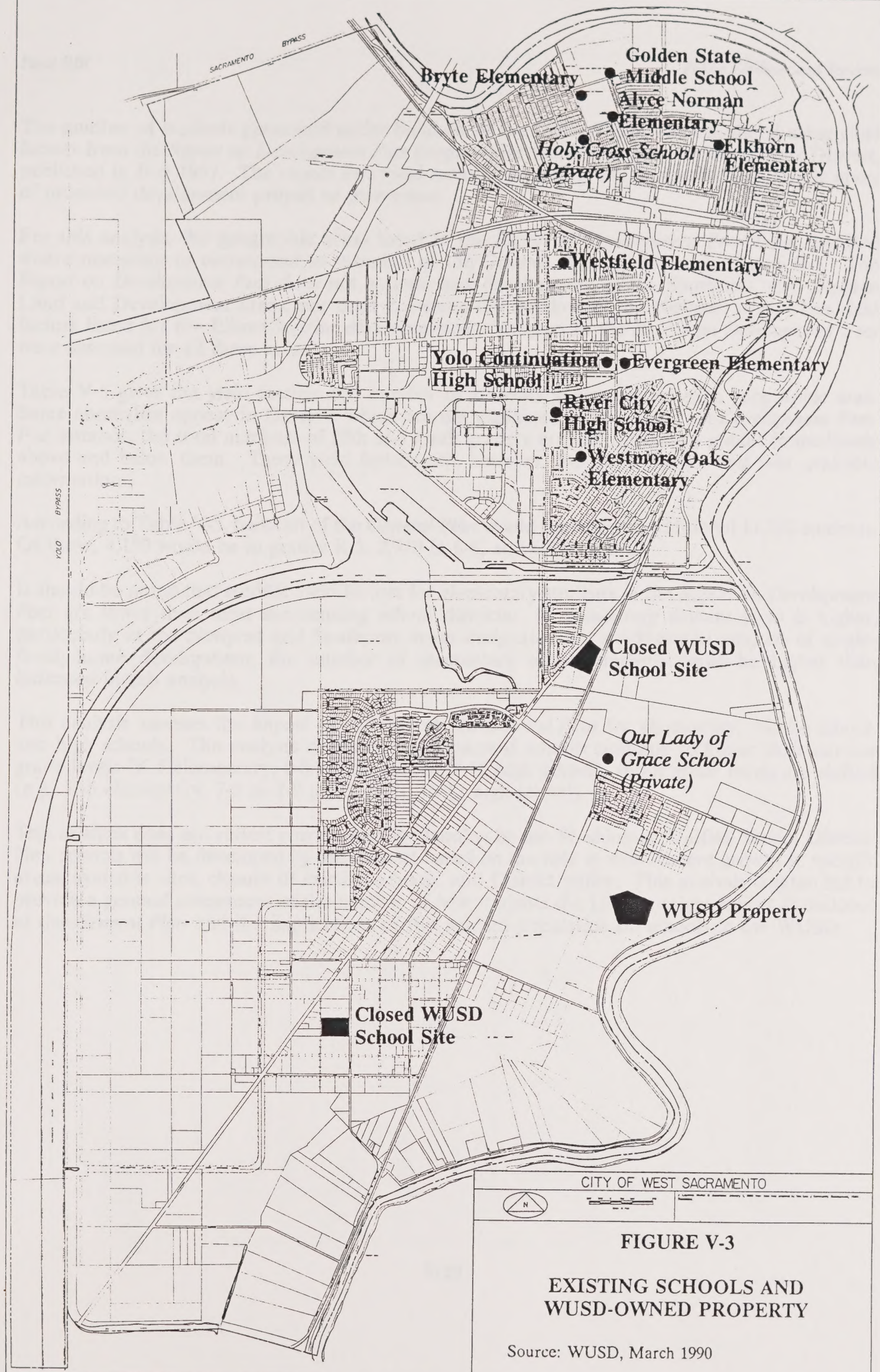
TABLE V-4
WASHINGTON UNIFIED SCHOOL DISTRICT CAPACITY AND ENROLLMENT
1987-88, 1989-90 School Years

School	1987-88		1989-90	
	Capacity	Enrollment	Capacity	Enrollment
Elementary:				
Bryte	372	--	492	325
Alyce Norman	535	495	585	424
Elkhorn	628	511	618	524
Evergreen	585	494	556	443
Westfield	530	472	556	486
Westmore Oaks	530	473	556	486
Total Elementary	3,180	2,445	3,363	2,688
Middle School				
Golden State	909	904	907	949
High School				
River City	1,054	990	1,376	888
Yolo Continuation	165	124	232	137
Total High School	1,219	1,024	1,608	1,025
Total, All Schools	5,308	4,494	5,878	4,729

Sources: *Report on Development Fees* by Morgan Woollett and Associates, July 1987 (capacity, 1987-88); Washington Unified School District (enrollment, 1989-90 capacity).

According to Table V-4, in the 1987-88 and 1989-90 school years all schools in the WUSD had some remaining capacity, with the exception of Golden State Middle School. In 1987-88, Golden State was only five students below capacity. In 1989-90, enrollment exceeded capacity by more than 40 students. It should be noted that the district operates many specialized programs which have smaller class sizes than State standards estimate could be accommodated in a classroom. Therefore, actual capacity may be overstated, particularly for elementary schools. The District has been studying the possibility of instituting year-round education on a multiple track system to maximize use of space. Under multiple track year-round education, schools can accommodate about 25 percent more students on an annual basis. The District plans to institute a year-round program at one elementary school in the 1991-92 school year, and at a second elementary school in 1992-93.

There are two parochial schools in West Sacramento which serve grades K-8, with a combined enrollment of 470 for the 1987-88 school year and 481 for the 1989-90 school year. For purposes of analysis, it is assumed that enrollment in private schools will remain basically constant.



CITY OF WEST SACRAMENTO

FIGURE V-3

**EXISTING SCHOOLS AND
WUSD-OWNED PROPERTY**

Source: WUSD, March 1990

The number of students generated under buildout of the *General Plan* was calculated using yield factors from the *Report on Development Fees* prepared for the Washington Unified School District, published in July 1987. The report lists yield factors for each grade by specific geographic areas of proposed development project or plan areas.

For this analysis, the geographic areas listed in the *Report on Development Fees* were modified where necessary to correspond to subareas of the *General Plan*, as shown in Figure II-1. The *Report on Development Fees* does not assume new development in the Southport and Bayside Land and Development areas, nor does it assume full buildout of the Newport area. The yield factors listed for the Elliott-Sunrise development in Newport in the *Report on Development Fees* were assumed for all three areas.

Table V-5 gives the yield factors and number of students generated for each geographic area. Some anomalies appear in the data which are not explained in the *Report on Development Fees*. For instance, the total numbers of fifth and ninth graders are low relative to grades immediately above and below them. These yield factors are, however, the most current and best available information.

According to Table V-5, buildout of the *General Plan* would generate an additional 11,582 students. Of these, 4,150 would be in grades K-5, 2,979 in 6-8, and 4,453 in 9-12.

It should be noted that student yield factors for elementary students in the *Report on Development Fees* are lower than most surrounding school districts. If elementary student yield is higher, particularly in the Newport and Southport areas designated for a substantial amount of single-family-home development, the number of elementary school students could be higher than indicated in this analysis.

This analysis assesses the impact of buildout of the *General Plan* for elementary, middle school, and high schools. The analysis discusses the impacts if schools continue to house their current grade levels (K-5 elementary; 6-8 middle school; 9-12 high school), and if grade levels are shifted (e.g., K-6 elementary; 7-8 or 7-9 junior high; 10-12 high school).

This analysis does not reflect current facility planning by the Washington Unified School District. New schools will be developed by the District based on the rate of new student growth in specific areas, available sites, closure of existing schools, and District policy. This analysis is intended to provide a general assessment of the number of new students the District might expect at buildout of the *General Plan* and the implications of this student population on schools in the WUSD.

**TABLE V-5
NEW STUDENT GENERATION AT BUILDOUT**

GEOGRAPHIC/ PROJECT AREA	NO. OF DUs	GRADE													SCHOOL			TOTAL
		K	1	2	3	4	5	6	7	8	9	10	11	12	K-5	6-8	9-12	
Lighthouse Marina																		
Units	1,881																	
Yield Factors		0.020	0.040	0.050	0.040	0.040	0.030	0.040	0.060	0.050	0.030	0.070	0.090	0.050	0.220	0.150	0.240	0.610
Students		38	75	94	75	75	56	75	113	94	56	132	169	94	414	282	451	1,147
Old Broderick/Bryte1																		
Units	400																	
Yield Factors		0.034	0.054	0.061	0.025	0.027	0.041	0.027	0.023	0.021	0.014	0.053	0.058	0.055	0.242	0.071	0.180	0.493
Students		14	22	24	10	11	16	11	9	8	6	21	23	22	97	28	72	197
Broderick Reuse2																		
Units	882																	
Yield Factors		0.019	0.014	0.014	0.010	0.012	0.007	0.009	0.007	0.007	0.009	0.012	0.013	0.011	0.076	0.023	0.045	0.144
Students		17	12	12	9	11	6	8	6	6	8	11	11	10	67	20	40	127
Raley's Landing																		
Units	218																	
Yield Factors		0.030	0.040	0.030	0.040	0.020	0.020	0.020	0.020	0.020	0.030	0.030	0.020	0.010	0.180	0.060	0.090	0.330
Students		7	9	7	9	4	4	4	4	4	7	7	4	2	39	13	20	72
Newport3																		
Units	3,316																	
Yield Factors		0.020	0.040	0.040	0.040	0.040	0.020	0.050	0.050	0.050	0.030	0.070	0.070	0.050	0.200	0.150	0.220	0.570
Students		66	133	133	133	133	66	166	166	166	99	232	232	166	663	497	730	1,890
Bayside Land & Dev.4																		
Units	1,698																	
Yield Factors		0.020	0.040	0.040	0.040	0.040	0.020	0.050	0.050	0.050	0.030	0.070	0.070	0.050	0.200	0.150	0.220	0.570
Students		34	68	68	68	68	34	85	85	85	51	119	119	85	340	255	374	968

TABLE V-5 (Continued)
NEW STUDENT GENERATION AT BUILDOUT

GEOGRAPHIC/ PROJECT AREA	NO. OF DUs	GRADE													SCHOOL			TOTAL
		K	1	2	3	4	5	6	7	8	9	10	11	12	K-5	6-8	9-12	
Southport ⁴	12,491																	
Units																		
Yield Factors		0.020	0.040	0.040	0.040	0.040	0.020	0.050	0.050	0.050	0.030	0.070	0.070	0.050	0.200	0.150	0.220	0.570
Students		250	500	500	500	500	250	625	625	625	375	874	874	625	2,498	1,874	2,748	7,120
Other ⁵	418																	
Units																		
Yield Factors		0.019	0.014	0.014	0.010	0.012	0.007	0.009	0.007	0.007	0.009	0.012	0.013	0.011	0.076	0.023	0.045	0.144
Students		8	6	6	4	5	3	4	3	3	4	5	5	5	32	10	19	60
Total	21,304	433	824	843	807	806	436	977	1,011	991	605	1,400	1,439	1,008	4,150	2,979	4,453	11,582

Note: Numbers may not add to exact totals because of independent rounding

1Used yield factors from "Infill North" category from Report on Development Fees

2Used yield factors from "Broderick Redevelopment" category from Report on Development Fees

3Used yield factors from "Elliot-Sunrise" category from Report on Development Fees

4Assumed same yield factors as Newport

5Includes Central Business District, North West Capitol, South West Capitol. and Residential West Sacramento. Assumed same yield factors as Broderick Reuse

Source: Washington Unified School District, Report on Development Fees, by Morgan Woollett and Associates, July 1987

Elementary Schools

Elementary schools typically house 400 to 600 students and are located within neighborhoods. In the 1987-88 school year, the District accommodated grades K-5 in its elementary schools, shifting sixth grade to middle school.

The additional 617 elementary students generated at buildout of areas in the northeastern portion of the city, Lighthouse Marina (414 students), Old Broderick/Bryte (97), Broderick Reuse (67), and Raley's Landing (39) areas (see Figure II-1 and Table V-5) could be accommodated by the remaining capacity in the Bryte, Alyce Norman, Elkhorn, and Westfield Elementary Schools, assuming elementary schools continue to house grades K-5. If elementary schools are switched to the more traditional K-6, additional elementary school capacity would be required to serve the northeastern part of the city. The additional 32 elementary school students generated at buildout of the Central Business District, North West Capitol, South West Capitol, and Residential West Sacramento areas (combined in "Other" category in Table V-5) could be accommodated by remaining capacity at the Evergreen and Westmore Oaks Schools.

An additional 3,501 K-5 students in the Newport (663), Southport (2,498), and Bayside Land and Development (340) areas would be generated at buildout of the *General Plan*, according to Table V-5. There are presently no public schools operating in the city south of the barge canal. The WUSD owns two closed elementary schools and another 20-acre parcel. The Newport Specific Plan includes an elementary school site.

Buildout of the *General Plan* would require development of the proposed elementary school in Newport plus another six elementary schools. If sixth grade was shifted to elementary school, this would add another 876 students in the three southern areas, which would require at least one more elementary school.

Junior High/Middle Schools

At buildout of the *General Plan*, a total of 2,979 6-8 grade students would be generated, according to Table V-5. Most of the new students (2,626) would come from the Newport, Southport, and Bayside areas. Assuming 900 to 1,000 students per middle school, three new middle schools would be required.

If sixth grade is shifted to elementary schools, the 2,285 7-8 grade students generated at buildout of the *General Plan* could be accommodated in two larger new junior high schools, although additional elementary school capacity would be required. Accommodating 7-9 grades in junior high schools would require three new schools to accommodate 2,810 new students.

High Schools

At buildout of the *General Plan*, a total of 4,453 9-12 grade students will be generated; 3,582 of these from the Newport, Southport, and Bayside areas. Assuming a maximum of 2,000 students per high school, two to three additional high schools would have to be developed. Even if ninth graders are moved to junior high, the 3,928 10-12 students would still require the development of two high schools.

2. General Plan Policy Response

The *General Plan* includes the following policies to assist the Washington Unified School District in providing for new schools and educational services required by development under the *General Plan*:

- II.E.1. The City shall work with the Washington Unified School District to ensure the availability of adequate school facilities to meet the needs of projected households in West Sacramento.
- IV.G.1. The City shall assist the Washington Unified School District and others in locating and reserving appropriate sites for new schools.
- IV.G.2. Standards established by the School District shall be used in determining the number and location of new school sites. These standards are based on the assumed average number of students per household for each grade level (varies for different types of housing) and the average size of an elementary school, junior high school, or high school.
- IV.G.3. New elementary schools should be located on collector streets *within* residential areas. Elementary schools should be sited to avoid barriers such as railroad tracks and arterial streets that would separate them from the surrounding residential areas.
- IV.G.4. The City shall cooperate with the Washington Unified School District in an effort to ensure adequate financing for new school facilities. To this end, the City shall cooperate with the School District in the collection of school facility development fees from new residential and non-residential development. The City shall also work with the Washington Unified School District to identify, establish, and implement additional measures that may be necessary to adequately finance school facilities in the city.
- IV.G.5. The City shall develop standards for the location of new private schools which address the following considerations:
 - Required off-street parking and street frontage for the drop-off and pick-up of students.
 - Access to the proposed school via city streets.
 - Noise, according to the Health and Safety section of the *General Plan*.
 - Size of the parcel on which a proposed school is to be located in relation to the pupil capacity of the school.
 - Required landscaping and other visual/noise barriers if the proposed school is to be located in a residential area.
- IV.G.6. To promote socioeconomic balance in the student population of neighborhood schools, the City shall consider the mix of low-, moderate-, and high-income households within school attendance areas when reviewing and approving residential development proposals.
- IV.G.7. The City shall encourage the enactment of state legislation to finance the construction of new schools necessary for a growing population.
- IV.G.8. The City shall cooperate with the School District in identifying and evaluating the impacts of demographic changes which may affect the need for new schools, lead to school closures, require the re-opening of closed schools, or lead to the decision that existing school sites should be preserved to meet future needs.

It should be noted that, as provided for by State law, the Washington Unified School District collects fees from new development to finance construction of new schools. As of January 1990, the School District levied \$1.56 per square foot on residential development and \$.26 per square foot on commercial and industrial development. Fees are adjusted periodically, as permitted under State law, to reflect cost-of-living increases.

3. Impacts

Buildout of the *General Plan* would generate a total of 11,582 new students: 4,150 in grades K-5, 2,979 in grades 6-8, and 4,453 in grades 9-12. This would require the development of seven new K-5 elementary schools, three new 6-8 middle schools, and two to three new 9-12 high schools. Alternatively, if elementary schools accommodate grades K-6, buildout would require nine new elementary schools, two junior high schools, and two to three high schools.

The Washington Unified School District owns two closed elementary school sites and a 20-acre parcel in the southern part of the city. These properties could be renovated, developed, or sold to provide new schools. Other school sites would have to be purchased or dedicated in conjunction with new development.

Since the passage of Proposition 13, school districts have relied on state funding for the construction of new school facilities. Additionally, under state law, school districts in California are permitted to levy impact fees on new development to fund new school facilities. As of March 1990, WUSD levied \$1.26 per square foot on new residential development and \$.26 per square foot on commercial and industrial development. Fees are adjusted annually, as determined by the State, to reflect cost of living increases. Impact fees are generally considered insufficient to cover the costs for new school facilities associated with new development.

The availability of State financing for new school facilities is uncertain, given the limited state funds and the competition among school districts. To the extent that impact fees are inadequate to finance new school facilities and state funding is uncertain, adequate school financing is not guaranteed. Therefore, reliance on these options could conceivably result in serious overcrowding and deterioration in the quality of schools.

Alternative sources of funding include Mello-Roos financing districts (a form of special assessment district), general obligation bonds, developer agreements, and sale and/or trade of surplus school property. Other measures, such as instituting year-round schools and addition of portable classrooms at existing school sites, could also be implemented at the discretion of the Washington Unified School District to address additional school impacts.

Because adequate school funding cannot be guaranteed, the impacts of new development under the *General Plan* could have a potentially significant impact on school facilities in West Sacramento.

4. Mitigation Measures

While the policies included in the *General Plan* would improve the chances that adequate school facilities could be provided by the Washington Unified School District, adequate funding would still not be guaranteed. New development under the *General Plan* would, therefore, still have a potentially significant impact on school facilities.

H. SOLID WASTE

Garbage collection throughout the city is mandatory. Most of the solid waste collection and disposal for West Sacramento is provided under a franchise agreement with the East Yolo Waste Disposal Company, although some businesses in the city contract with other disposal companies. Most of the wastes collected are disposed of at the Yolo County Central Landfill, located southeast of Woodland. In 1988, West Sacramento was responsible for about 16 percent of the total 280,000 tons of waste disposed of at the Yolo County Landfill. Only two-thirds of the wastes disposed of at the Yolo County Landfill are from sources in Yolo County. West Sacramento is responsible for about 26 percent of the total Yolo County wastes disposed of at the landfill.

The Yolo County Landfill has disposal capacity for 18,000,000 tons over its 720-acre site. According to the *Yolo County Solid Waste Management Plan*, the site will provide adequate disposal capacity through the year 2047 if only Yolo County wastes are accepted and through 2030 if the landfill accepts Yolo County wastes and wastes from Sacramento County at the current 70 to 30 percent ratio, assuming an average population increase of 3.32 percent annual county population increase.

1. Implications of the General Plan Land Use Diagram

Buildout of the *General Plan* will accommodate a total population of 79,900 and commercial and industrial development. The *Yolo County Solid Waste Management Plan* estimated that waste generation in Yolo County averaged 7.4 pounds per day per capita (with commercial, industrial, construction and demolition debris, and residential yard wastes factored into the average).

The *Yolo County Solid Waste Management Plan* projected that in 2010, a total county population of 267,000 would generate 353,100 tons of wastes per year to be disposed of at the Yolo County Landfill. This assumes roughly 7.3 pounds per day per capita, slightly less than the 1988 generation rate. At buildout population of 79,900, West Sacramento would generate 106,000 tons per year, or about 30 percent of the total county wastes. This assumes only slight reductions in per-capita waste generation.

2. General Plan Policy Response

The *General Plan* includes the following policies to address the implications of increased solid waste generation from development:

- IV.D.1. The City shall study and actively pursue methods of solid waste recycling and reuse, including source separation, with the goal of reducing its solid waste generation by 25 percent by 1995 and 50 percent by the year 2000. Recycling methods that involve the production of energy shall be considered.
- IV.D.2. The City shall continue to require mandatory garbage collection throughout the city.
- IV.D.3. The City shall monitor the operations of garbage collection contractors to ensure that service levels are adequate.
- IV.D.4. The City shall maintain close contact with the Yolo County Public Works Department concerning the City's continuing use of the Yolo County Central Landfill and its capacity projections.

3. Impacts

Assuming that West Sacramento will generate waste equivalent to 7.3 pounds per day per capita (factoring in commercial, industrial, construction and demolition debris, and residential yard wastes), at buildout population, West Sacramento will generate 106,000 tons per year to be disposed of at the Yolo County Central Landfill.

If the City achieves its goal of 50 percent reduction through recycling and waste diversion practices by 2000, however, annual disposal would be reduced to below 53,000 tons per year at buildout.

The Yolo County Central Landfill has adequate capacity for West Sacramento's projected quantities of wastes, even without a successful waste reduction program. Growth under the *General Plan* is consistent with the assumed 3.3 percent annual county population growth assumed in the *Yolo County Solid Waste Management Plan*. Therefore, the solid waste impacts of the *General Plan* would be less-than-significant.

4. Mitigation Measures

None required.

I. LIBRARY

The Arthur F. Turner Library, a branch of the Yolo County library system, is located at 1212 Merkley Avenue. The Turner Library has a total of 44,594 volumes. The library facility occupies 8,500 square feet.

1. Implications of the General Plan Land Use Diagram

The Yolo County Librarian recommends a ratio of two to three volumes per capita. Applying this to the 1988 population of 27,500, the library should have 55,000 to 82,500 volumes, for a current deficit of 10,400 to 37,900 volumes.

The County Librarian recommends 0.5 square feet of library space per capita. At West Sacramento's 1988 population of 27,500, this works out to a requirement of 13,750 square feet, for a current deficit of 5,250 square feet.

At West Sacramento's buildout population of 79,900, the city would require 160,000 to 240,000 volumes. This means an increase of 115,400 volumes at two volumes per capita, if the present deficit is included, or 108,000 without addressing the present deficit.

At buildout, West Sacramento would require total library space of 40,000 square feet, an increase of 31,500 square feet over West Sacramento's present capacity. If the existing deficit is not addressed, West Sacramento would require an increase of 27,000 square feet. This would require construction of one or more library facilities.

Additional staffing and equipment would also be required.

2. General Plan Policy Response

The *General Plan Policy Document* contains the following policies concerning the development of library facilities:

IV.I.2. The City shall promote the clustering of public and quasi-public uses such as schools, parks, libraries, child care facilities, and community activity centers. Joint-use of public facilities shall be promoted, and agreements for sharing costs and operational responsibilities among public service providers shall be encouraged.

IV.G.9. The City shall support the efforts of the Yolo County Public Library in providing services to the citizens of West Sacramento.

Yolo County libraries are not under City jurisdiction. The system is funded through a variety of sources, including property tax revenues, motor vehicle in-lieu fees, special district fees, and other mechanisms.

3. Impacts

Development under the *General Plan* will increase the demand for library services in West Sacramento. At buildout of the *General Plan*, a total of 160,000 to 240,000 volumes are recommended for buildout population of 79,900. A total of 40,000 square feet of library space is suggested.

Increased revenues associated with new development and growth under the *General Plan* should provide funding for additional volumes, staffing, and library space expansion. Expansion and provision of library services is subject to the discretion of Yolo County. The *General Plan* does, however, include policies to encourage the efficient development of library services.

The impact of the *General Plan* on library services would be less-than-significant.

4. Mitigation Measures

None required.

J. UTILITIES

Gas and electricity service is provided to West Sacramento by Pacific Gas & Electric Company. Existing electrical transmission lines consist of two 115 kilovolt source lines and one 115 kv line interconnecting the areas with an adjacent load areas. Two distribution substations are located in West Sacramento: the West Sacramento substation at Harbor Boulevard and Reed Avenue and the Deepwater substation located west of Summerfield Drive in Southport, adjacent to the Southport Industrial Park.

Telephone service is provided by Pacific Bell.

1. Implications of the General Plan Land Use Diagram

Buildout under the *General Plan* could require extension of gas and electrical lines, and expansion of existing substations. Additional telephone lines would also be required.

2. General Plan Policy Response

The *General Plan* includes the following policies to provide for the development and proper siting of utility facilities:

- I.F.5. The City shall designate adequate, appropriately-located land for quasi-public uses such as hospitals, churches, private school facilities, cemeteries, and utility uses.
- IV.I.1. Public facilities, such as utility substations, water storage or treatment plants, pumping stations, and sewer treatment plants, shall be located, designed, and maintained so that noise, light, glare, or odors associated with these facilities will not adversely affect nearby land uses. Building and landscaping materials that make these facilities compatible with neighboring properties shall be used.
- IV.I.3. The City shall require that all new electrical and communication facilities are installed underground or, in the case of transformers, pad-mounted. The City shall actively promote the undergrounding of existing overhead facilities.

3. Impacts

Development under the *General Plan* would require extensions and improvements to electric, gas, and telephone lines. Expansion of existing substations would be required at buildout of the *General Plan*. Extensions and improvements to electrical, gas, and telephone lines would be funded by new development as it occurs. The costs for expansion of capital facilities are spread over the entire service area, as regulated by the California Public Utilities Commission.

The impact of the *General Plan* on increased demand for gas, electricity, and telephone service would be less-than-significant.

4. Mitigation Measures

None required.

K. CHILD CARE

According to a survey conducted in October 1988 by Child Action, a child care resource and referral agency, West Sacramento had spaces in operating licensed child care facilities for a total of 412 children in child care centers and family day care homes: 87 spaces for infants (two years and younger), 230 for preschool-age (three to five years), and 95 for school-age children (kindergarten and above).

There are two basic types of child care facilities: family day care homes and child care centers. Family day care homes are residential homes licensed to care for up to 12 children as a private venture. Child care centers provide care in a group setting, and can include infant centers, preschools, nursery schools, and latch key (school-age) care programs. Child care centers may be operated by public agencies, by non-profit organizations, or as for-profit businesses. About half the licensed full-time care capacity in West Sacramento in 1988 was in centers and half in family day care homes.

According to the survey, 51 infants, 191 preschool-age, and 70 school-age children were enrolled in licensed child care in October 1988. Subsidized care programs in West Sacramento are fully occupied and have waiting lists equal to 30 to 40 percent of their capacity.

Child care issues and conditions in West Sacramento are discussed in Chapter XI of the *General Plan Background Report*.

1. Implications of the General Plan Land Use Diagram

Development under the *General Plan* will increase the demand for child care through population growth and increased commercial and industrial development.

Table V-6 estimates child care demand in West Sacramento as of 1988 and calculates child care demand at buildout of the *General Plan*. The existing number of children aged 6-14 in West Sacramento was calculated based on 1987-88 enrollment in K-8 schools in the Washington Unified School District, totalling 3,349 (see Table V-4) plus 470 K-8 students enrolled in parochial schools in West Sacramento, for a total of 3,819 children. To calculate the number of children five years of age and below, it was assumed that one-third of the child population was five years and younger and two-thirds aged 6-14. This ratio is based on 1980 Census data.

The number of children at buildout was estimated by adding the existing number of school-age children (3,819) to the 7,129 new K-8 student generation at buildout (from Table V-5). Children of five years of age and below were again assumed to be one-third of the total child population, or about half of the number aged 6-14.

Currently, about 46 percent of mothers with children five and below and 66 percent of mothers with school-age children are in the work force. This percentage is expected to increase; women with children under five are the fastest growing sector of the workforce. Therefore, 55 percent of mothers with children five and younger and 75 percent of mothers with school-aged children were assumed to be in the workforce for purposes of assessing future child care demand. Multiplying these percentages by the total number of children provides the total number of children with mothers in the workforce.

It was assumed that slightly over half (55 percent) of children with mothers in the workforce will require licensed child care, the typical state average. The other half will rely on other child care arrangements, such as relatives, neighbors, or in-house babysitters.

Child care demand is also generated by parents who work in West Sacramento and live outside the city. Typically, parents prefer child care near the home, school, or workplace. Parents with school-age children prefer it near the home or school, and parents with preschool children and infants prefer child care near the home or workplace. Experiences of State workers show that when child care is available at or near the worksite, child care demand for these services equals about four percent of the total number of employees. For nonresident employees, this is applicable to non-school-age children only. Child care demand generated by resident employees is already accounted for in the assessment of residential child care demand.

The *General Plan Background Report* estimates that there were a total of 14,950 employees in West Sacramento in 1988, 11,750 of them nonresident employees. This would generate a total demand for 470 children aged five years and younger.

As described in Chapter II of this report, West Sacramento would generate approximately 51,500 new employees within the time frame of the *General Plan*. Added to the existing 14,950 employees, this works out to about 66,500 total employees in West Sacramento. Assuming that West Sacramento will achieve a higher rate at buildout due to policies calling for reasonably balanced employment and residential growth, a 50 percent resident participation rate was assumed for buildout employment, for a total of 33,250 nonresident employees.

According to Table V-6, there will be a total child care demand for 7,543 children at buildout of the *General Plan*: 6,163 from West Sacramento residents and 1,380 from nonresident employees. Of the total, 3,027 will be aged five and younger and 4,516 aged 6-14. While children over age 11 do not typically require traditional child care, recreation and youth programs can reduce the potential for juvenile delinquency and mischief.

TABLE V-6
CHILD CARE DEMAND
1988 and General Plan Buildout

	<u>1988¹</u>			<u>General Plan Buildout</u>		
	<u>0-5 Yrs</u>	<u>6-14 Yrs</u>	<u>Total</u>	<u>0-5 Yrs</u>	<u>6-14 Yrs</u>	<u>Total</u>
Demand from Population Growth						
Number of children	1,881	3,819	5,700	5,446 ²	10,948 ³	16,394
Estimated percentage of mothers in labor force	46%	66%		55% ⁴	75% ⁴	
Estimated number of children with mothers in labor force	865	2,520	3,385	2,995	8,211	11,206
55% needing care outside the home	476	1,386	1,862	1,647	4,516	6,163
Increase 1988-2010				1,171	3,130	4,301
Demand From Employment Growth						
Non-resident Employees			11,750			34,500 ⁵
Need for on-site child care ⁶	470		470	1,380		1,380
Total Child Care Demand						
Residents	476	1,386	1,862	1,647	4,516	6,163
Non-resident employees	<u>470</u>	<u>—</u>	<u>470</u>	<u>1,380</u>	<u>—</u>	<u>1,380</u>
Total child care demand	946	1,386	2,332	3,027	4,516	7,543
Increase, 1988-2010				2,081	3,180	5,211

¹From *General Plan Background Report* (Chapter XI)

²Assumes one-third of child population is five years and younger

³School-age children at buildout; existing plus new student generation

⁴Assumes higher percentage of mothers in workforce in 2010

⁵Assumes workforce of 69,000 at buildout; 50 percent nonresident employees

⁶Average 4% on-site child care demand as calculated by the State Employment Development Department; assumes infants and preschool children only

2. General Plan Policy Response

The *General Plan Policy Document* includes a separate policy section to address future child care issues in conjunction with development. Policies which encourage, facilitate, or directly provide for increased child care services include the following:

- IX.A.1. The City shall monitor child care supply and demand in West Sacramento on an ongoing basis and implement programs to address shortfalls as necessary.
- IX.A.4. Child care facilities shall not be precluded in any land use designation except the Open Space and Heavy Industrial designations.

- IX.A.5. Family day care homes shall be permitted uses in all residential land use designations.
- IX.A.6. The City shall streamline processing and permit regulations to promote the development of child care facilities.
- IX.A.8. The City shall work with the Washington Unified School District, Head Start, Yolo County Department of Social Services, Child Action, and other public and private organizations to support and promote child care facilities and services.
- IX.A.9. The City shall coordinate and integrate child care programs with housing and social programs wherever feasible.
- IX.A.10. The City shall incorporate child care programs into City-sponsored recreation activities, as feasible and appropriate.
- IX.A.11. The City shall work with the Washington Unified School District to establish and continue child care programs at school sites.
- IX.A.14. The City shall pursue available funding sources for the development of child care facilities and programs.
- IX.A.15. The City shall encourage the development of school-age child care to meet existing shortfalls.
- IX.A.16. The City shall encourage residential real estate agents to notify home buyers that family day care homes are permitted, notwithstanding any deed restrictions on operating home occupations (i.e., conditions, covenants, and restrictions).
- IX.B.1. The City shall support and promote subsidized child care for low- and moderate-income families in West Sacramento.
- IX.B.2. The City shall support or contribute to, as budgetary limits permit, the establishment of child care facilities and services.
- IX.B.3. The City shall encourage the development of child care facilities within the Redevelopment Project Area to serve the needs of low- and moderate-income families.
- IX.C.2. The City shall encourage the inclusion of child care facilities in multi-family housing projects, especially those which serve single parents.
- IX.C.3. The City shall encourage the provision of child care facilities within employee-intensive office/industrial developments.
- IX.C.5. The City shall consider the inclusion of child care facilities in the development of public buildings.
- IX.C.6. The City shall consider the impacts on the demand for child care in the city in its environmental review of development projects, and shall encourage developers to mitigate these impacts.

- IX.C.7. The City shall encourage employer and corporate contributions towards employee child care costs.
- IX.C.8. The City shall require new developments to mitigate the impacts on child care demand in West Sacramento by providing a facility or through the payment of in-lieu fees.

3. Impacts

Buildout of the *General Plan* will create a demand for licensed child care for 7,667 children from residential and employment growth. The *General Plan* provides for and encourages the development of child care facilities and services. The impact of the *General Plan* on child care facilities and services would, therefore, be less-than-significant.

4. Mitigation Measures

None required.

CHAPTER VI

RECREATIONAL AND CULTURAL RESOURCES

A. INTRODUCTION

This section analyzes the impacts of the *General Plan* on recreational and cultural resources in West Sacramento, including park facilities, recreation programs, historical buildings and places, and locations with archeological significance. Existing recreational and cultural resources are discussed in Chapter VII of the *General Plan Background Report*.

B. PARKS AND RECREATION

The City of West Sacramento maintains and operates park facilities and recreation programs for the benefit of residents and visitors. As of May 1989, the City operated twelve public parks with a total of 48.4 acres (36.99 neighborhood and 11.40 community). Given the City's 1988 housing stock of 11,130 dwelling units, this provides approximately 0.44 acres of parkland per 100 units (0.33 neighborhood and 0.11 community). It should be noted that not all of this land is owned by the City; some of it is leased from the Washington Unified School District and some is leased from the Port of Sacramento.

In addition to the parks operated by the City, the Parks and Community Services Department sponsors numerous programs, including basketball, softball, and volleyball leagues, aquatic activities, senior programs, enrichment classes, and youth activities.

Other recreational facilities available in West Sacramento include boating and fishing on the Sacramento River and the Deep Water Ship Channel, the El Rancho Bowl bowling alley, and the El Rancho Resort Hotel, with a fitness center, tennis and racquetball courts, and a pool. The Riverbend 18-hole golf course was closed in May 1989 for reconstruction as part of the Lighthouse Marina project. When it is reopened, the course will be available for public use.

Additional public park lands are proposed in conjunction with pending development requests.

1. Implications of the General Plan Land Use Diagram

Development in accordance with the *General Plan*, while providing opportunities for parkland acquisition and development, will place demands on existing facilities and programs and create additional demands for new facilities and programs.

The *General Plan* contains a park standard of one acre of parkland (combined neighborhood and community) per 100 new single-family dwelling units, or their equivalent (for multi-family, commercial, and industrial development). A total of 21,422 new housing units would be developed at buildout of the *General Plan*, creating a need for approximately 170 acres of parkland (half community and half neighborhood). An estimated additional 50 acres would be required as a result of commercial and industrial development (all community parkland).

This discussion does not address regional parks, as the *General Plan* proposes no population standards for regional parks.

As of 1989, West Sacramento had about 48 acres of parkland. According to preliminary estimates prepared by the City's Parks and Community Services Department, this represented a deficit of developed parkland of approximately 91 acres according to a parkland standard of one acre for every thousand residents.

While the *General Plan Land Use Diagram* proposes some specific sites for future parks, most future park sites are yet to be determined. The City is, however, in the process of preparing a master plan for parks and recreation. Figure II-2, in a previous section of this report, shows generalized areas for potential park sites and recreation and open space paths (including bikeways). These potential sites are preliminary only; more precise locations for parks will be identified as development in currently-undeveloped areas of the city takes place.

2. General Plan Policy Response

The *General Plan* contains the following policies which address the implications of increased population and new development on park and recreation facilities and programs:

- V.A.1. The City shall prepare and adopt a *Parks Master Plan* which includes the following components:
- Locational standards
 - Preferred sites
 - Improvement standards
 - Equipment standards
 - Identification of existing parkland deficiencies
 - Development priorities
 - Financing mechanisms
 - Acquisition and development of new park sites
 - Plans for community and regional parks
 - Development of community activity centers
- V.A.2. The City shall establish a standard of one acre of parkland (combined neighborhood and community) per 100 new dwelling units, or their equivalent. Dwelling unit equivalents are shown in Table II-3 (of the *General Plan Policy Document*).
- V.A.3. New development shall be required to assist in meeting the City's standard of one acre per 100 dwelling units, or their equivalent. To this end, the City shall require of all new development the dedication of land, dedication of improvements, payment of in-lieu fees, or any combination of these determined acceptable by the City, to the maximum extent authorized by law.
- V.A.4. The City shall pursue all available and appropriate county, state, and federal funding for the acquisition of parkland and the development of park facilities.
- V.A.5. Park facilities shall be located within convenient walking-distance of all residents.
- V.A.6. Neighborhood parks shall be integrated into, and become focal points of, new residential neighborhoods. Non-automobile access shall be facilitated.
- V.A.7. The City shall promote the development of one or more large-scale park complexes in West Sacramento. The City shall pursue state and regional funding for such a park complex.
- V.A.8. The City shall optimize, especially for after-school activities, joint-use of school facilities as a high priority for the development of new park and recreational facilities and shall

support significant improvement of existing cafeterias and auditoriums.

- V.A.9. Parks shall be located, oriented, and designed in such a way as to facilitate security, policing, and maintenance.
- V.A.14. The City shall assign high priority to the improvement and rehabilitation of parks in existing neighborhoods.
- V.A.16. The City shall consider the use of public funds to develop a municipal golf course.
- V.B.1. The City shall promote the provision of private open space and recreation facilities in large-scale residential developments in order to meet a portion of the open space and recreation needs that will be generated by the development.
- V.B.2. The City shall promote the inclusion of private outdoor and indoor recreation facilities in large commercial/industrial projects as a benefit for employees and as a means of reducing demand on public facilities.
- V.B.5. The City shall promote the development of commercial recreational facilities that meet community needs and complement public parks, facilities, and programs.
- V.B.6. The City supports the use of the Deep Water Ship Channel for aquatic recreational activities, such as sailing, rowing, kayaking, and canoeing, and supports the establishment of a multi-use aquatic facility along the Deep Water Ship Channel or barge canal. Aquatic parks, boat houses, docks, and other support facilities for boating shall be deemed compatible uses along the Deep Water Ship Channel and the barge canal within all land use designations.
- V.C.1. The City shall develop and maintain a balanced recreation program which addresses the diverse needs of the various age and interest groups in West Sacramento.
- V.C.4. The City shall consider unique neighborhood needs in developing facilities and programs for indoor and outdoor activities.
- V.C.6. The City shall establish cooperative agreements with the Washington Unified School District for the use of school facilities for City-sponsored recreation programs.
- V.C.7. The City shall periodically survey community attitudes and preferences concerning recreational programs.
- V.C.8. The City shall annually update statistics on participation in various City recreation programs and use of City recreation facilities.
- V.D.1. The City shall ensure continuous public access to the Sacramento River for its full length within West Sacramento.
- V.D.2. The City shall seek to ensure continuous public access to the Deep Water Ship Channel, within the limits imposed by safety considerations.
- V.D.3. Linear access to the Sacramento River and Deep Water Ship Channel shall be linked to the city's overall system of parks, recreational pathways, and open space. To this end, the

City shall require the dedication of public access easements through new developments along the Sacramento River and Deep Water Ship Channel.

- V.D.4. The City shall encourage the development of public and private marinas in appropriate locations on the Sacramento River and along the Deep Water Ship Channel. Siting and development of marinas shall avoid, as much as possible, areas of significant existing riparian vegetation.
- V.E.1. The City shall develop a system of pedestrian and bicycle pathways linking City parks and major open space areas with one another and with nearby residential areas.
- V.E.2. The City shall develop and implement a *Riverfront Park Master Plan* that provides for a system of continuous pedestrian and bicycle pathways along the Sacramento River.
- V.E.3. The City shall develop and implement a *Bicycle Route Master Plan* to link parks, scenic areas, the riverfront, schools, the Central Business District, public facilities, and neighborhoods. (Figure II-2 shows a conceptual system of recreational pathways.)
- V.E.4. The City shall coordinate with SACOG and surrounding jurisdictions to ensure that bicycle pathways within the city connect with existing and planned facilities outside the city.

3. Impacts

At buildout of the *General Plan*, an estimated 220 additional acres of neighborhood and community parkland will be required according to the policy standard of 1 acre of parkland for every 100 single-family dwelling units or their equivalent. This does not include addressing any existing park deficit.

The *General Plan* encourages and provides for the development of parks and recreational programs. While the current deficit would have to be addressed by the development of parkland by the City, new development under the *General Plan* will be required to provide for parks and, therefore, will not add to the deficit.

The impact of the *General Plan* on parks and recreation facilities in West Sacramento would, therefore, be less than significant.

4. Mitigation Measures

None required.

C. HISTORIC RESOURCES

In 1986 the Yolo County Community Development Department prepared a historic resources survey of historic buildings and sites in the county. These sites are listed included in Chapter VII of the *General Plan Background Report*. The Survey identified a total of 26 buildings and sites in West Sacramento. Two of these sites are listed on the National Register of Historic Places, one has been designated as a Registered Historic Landmark, and at least two buildings are eligible for National Register nomination.

1. Implications of the General Plan Land Use Diagram

Growth and development, especially redevelopment, in accordance with the *General Plan Land Use Diagram* could result in the demolition or alteration of historically significant buildings, particularly in the historic Old Broderick area. In addition, new construction could occur in a manner which detracts from or is disharmonious with designated historic buildings and sites.

2. General Plan Policy Response

The *General Plan* contains the following policies to preserve and enhance the city's historic heritage:

- V.F.1. The City shall set as a high priority the protection and enhancement of West Sacramento's historically and architecturally significant buildings.
- V.F.2. The City shall establish a historic district in the Old Broderick area and develop standards for preservation and rehabilitation of historic structures and compatible infill development.
- V.F.3. The City shall cooperate in the expansion and updating of the Yolo County Historical Resources Survey.
- V.F.4. The City shall work with property owners in seeking registration of historical structures and sites as State Historic Landmarks or listing on the National Register of Historic Sites.
- V.F.5. The City and Redevelopment Agency shall support the efforts of property owners to preserve and renovate historic and architecturally significant structures. Where such buildings cannot be preserved intact, the City shall seek to preserve the building facades.
- V.F.6. Structures of historical, cultural, or architectural merit which are proposed for demolition shall be considered for relocation as a means of preservation. Relocation within the same neighborhood or to another compatible neighborhood shall be encouraged.
- V.F.7. New development near designated historic landmark structures and sites shall be designed to be compatible with the character of the designated historic resource.
- V.F.8. The City shall explore the possibility of establishing a city cultural center which might include a historical museum and an art gallery.
- V.F.9. The City shall consider developing and maintaining the Stone Lock as a point of historical interest.

3. Impacts

Development and redevelopment in the city could result in the demolition or alteration of historically significant buildings. The *General Plan* includes policies to preserve historic and architecturally-significant sites from development and redevelopment. The impacts of the *General Plan* on historic resources would, therefore, be less than significant.

4. Mitigation Measures

None required.

D. ARCHAEOLOGICAL RESOURCES

The Northwest Information Center of the California Archaeological Inventory at Sonoma State University completed a record search for West Sacramento in January 1988 and identified cultural and archaeological resource zones.

Prehistoric archaeological sites in the West Sacramento area tend to be located along watercourses, at or near vegetation vegetones, at the edge of former marsh boundaries, and in elevated areas above the floodplain. West Sacramento contains numerous unsurveyed areas which have these features, so it is possible that there are additional archaeological resources within the city.

1. Implications of the General Plan Land Use Diagram

The records search identified zones containing known cultural resources and areas which have been surveyed for archaeological resources. These identified zones do not necessarily contain items of archaeological significance, but the Northwest Information Center should be consulted prior to proceeding with disruptive activities in these areas. In addition, there may be archaeological resources in areas of the city not yet surveyed.

Excavation in conjunction with new construction, redevelopment, or placement of underground utilities could disrupt, damage, or completely destroy buried items of archaeological significance. Likewise, new structures could be placed unknowingly over buried archaeological features, thus making discovery, identification, and ultimate preservation unlikely. Farming activities may have already destroyed surface signs of archaeological sites.

2. General Plan Policy Response

The *General Plan* contains the following policies to protect archaeological resources in the city:

- V.G.1. The City shall refer development proposals that may adversely affect archaeological sites to the California Archaeological Inventory, Northwest Information Center, at Sonoma State University.
- V.G.2. The City shall not knowingly approve any public or private project that may adversely affect an archaeological site without first consulting the California Archaeological Inventory, Northwest Information Center, conducting a site evaluation as may be indicated, and attempting to mitigate any adverse impacts according to the recommendations of a qualified archaeologist. City implementation of this policy shall be guided by Appendix K of the State CEQA Guidelines.
- V.F.3. Archaeological sites shall be protected by means of requirements in development permits requiring on-site monitoring by qualified personnel of excavation work in areas identified as archaeologically-sensitive. Development work shall be required to cease in any place where artifacts or skeletal remains have been discovered until these have been examined and evaluated by a qualified archaeologist and arrangements have been made to avoid or otherwise protect valuable resources.

3. Impacts

The *General Plan* includes policies to protect archaeological resources from disruption by new

development. The impacts of the *General Plan* on archaeological resources would, therefore, be less than significant.

4. Mitigation Measures

None required.

CHAPTER VII

NATURAL RESOURCES

A. INTRODUCTION

This chapter assesses the impacts of the *General Plan* on water resources, agricultural land and soils, biological resources (including vegetation, wildlife, and fisheries), and air quality. Existing natural resources are described in Chapter VIII of the *General Plan Background Report*.

B. WATER RESOURCES

Surface water resources in West Sacramento include the Sacramento River on the east, the Yolo Bypass and the Deep Water Ship Channel on the west, and the turning basin (Lake Washington) and barge canal, which bisect the city.

West Sacramento is located within the southern portion of the Sacramento Valley Groundwater Basin.

1. Implications of the General Plan Land Use Diagram

Development under the *General Plan* will have implications for both surface and groundwater resources in West Sacramento.

Surface Water

Development under the *General Plan* could affect water resources through the short-term increase in pollutant discharges to surface waters resulting from construction and grading, and the long-term increase in discharges of pollutants resulting from the increased development and use of roadways, parking lots, corporation yards, landscaped areas, and other urban features.

Construction and grading activities from development under the *General Plan* could temporarily increase discharges of pollutants to surface waters. Some increase in sediment discharge usually results from ground disturbances associated with construction and grading. The low erosion hazard characteristic of West Sacramento soils, however, should limit sediment runoff. Discharges to surface waters of other construction-related pollutants, including cement, oil, and solvents, are likely to be of greater significance.

Discharges of construction-related pollutants are greater during the rainy season than during the dry season. Construction activities in the immediate vicinity of waterways discharge greater amounts of pollutants than projects located further from waterways.

Development under the *General Plan* could also cause a long-term increase in pollutant discharges. Runoff from streets, parking lots, corporation yards, and landscaped areas typically contain pollutants such as oil, grease, heavy metals, pesticides, fertilizers, and sediment. Discharges of farm pollutants (e.g., herbicides, insecticides, fertilizers, oil, and sediment) would decrease as farmland is developed with urban uses, partially offsetting increased pollutants from urban runoff.

Surface water could also be affected by increased discharges of treated wastewater to the Sacramento River. Based on the analysis from Chapter V, Section C, "Sewer," discharges of treated wastewater from West Sacramento into the Sacramento River could increase between 300 and 500 percent at buildout. Assuming that the treatment plant's discharge requirements remain unchanged, quantities of organic matter, suspended solids, sewage microorganisms and other

pollutants will increase proportionately.

The Central Valley Regional Water Quality Control Board (CVRWQCB), however, has the authority to require any new or expanded wastewater treatment facilities serving the city to meet higher discharge standards (i.e., produce a higher quality effluent) if the CVRWQCB concludes that this measure is necessary to protect the Sacramento River against quality degradation.

Groundwater

The City has recently converted its domestic water supply from groundwater to Sacramento River water. All but eight municipal wells will eventually be abandoned. As a result, groundwater depletion will decline significantly, thus reducing the relative concentrations of groundwater pollutants. Conversion to a surface domestic water source will have a beneficial impact on groundwater quantity and quality.

The potential for groundwater contamination from runoff could increase because of the higher groundwater table, making percolation and transfer through wells and other conduits simpler. The increase in the quantity of water in the ground would have an overall beneficial impact.

Converting farmlands to urban uses will alter the kinds of pollutants that percolate to the aquifers underlying the city. Infiltration of farm chemicals, primarily from lands currently producing field crops and row crops, will be reduced. Urban contaminant discharges to groundwater could increase, however, as farmlands are developed. The potential for contamination of groundwater from urban sources would be greatest during construction and grading activities.

2. General Plan Policy Response

The *General Plan* includes the following policies to address the implications of development on water resources:

- VI.A.1. The City shall prohibit the establishment of any new septic systems within areas where City sewer and water service will be available in the foreseeable future and shall require that new septic tank installations elsewhere be subject to Zoning Administrator use permits.
- VI.A.2. The City shall seek the elimination of existing septic tanks in urbanized areas.
- VI.A.3. The City shall not approve new development that has a significant potential for adversely affecting water quality in the Sacramento River, the Deep Water Ship Channel, Lake Washington, or the area's groundwater basin.
- VI.A.4. The City shall regularly monitor water quality in City wells for evidence of toxics, saltwater intrusion, and other contaminants.
- VI.A.5. The City shall utilize the CEQA process to identify and avoid or mitigate potential groundwater pollution problems resulting from new commercial and industrial development.
- VI.A.6. The City shall support efforts on a county, regional, or statewide basis to reduce runoff of toxic agricultural chemicals into the Sacramento River.
- VI.A.7. The City shall implement measures to minimize the discharge of sediment into its watercourses.

VI.A.8. The City shall encourage the Port of Sacramento and responsible state agencies to prohibit the discharge of saltwater ballast to the Deep Water Ship Channel.

Aside from local regulations, state and federal agencies exercise authority over water quality in West Sacramento. The Central Valley Regional Water Quality Control Board establishes discharge requirements for activities which could affect surface or groundwater.

Regulations recently adopted by the U.S. Environmental Protection Agency, expected to be effective in 1990 for cities with populations exceeding 100,000 and in 1992 for smaller cities (including West Sacramento), will bring municipal stormwater discharges under the National Pollution Discharge Elimination System (NPDES), formerly restricted to point sources. These regulations would limit both short-and long-term releases of pollutants carried by storm flows.

3. Impacts

Development under the *General Plan* could temporarily increase pollutant discharges to surface waters resulting from construction and grading. Long-term increases in discharges of pollutants could also result from the increased development and use of roadways, parking lots, corporation yards, landscaped areas, and other urban features. Discharges of farm pollutants would decrease as farmland is converted to urban uses, partially offsetting the effects of increased urban runoff. In addition, the quantity of treated wastewater discharged to the Sacramento River could increase 300 to 500 percent as a result of development anticipated to occur within the time frame of the *General Plan*.

The *General Plan* includes policies and state and federal water quality regulations are in place to minimize these impacts. The impacts of the *General Plan* on water quality would, therefore, be less than significant.

4. Mitigation Measures

None required.

C. SOILS AND AGRICULTURE

West Sacramento has approximately 6,400 acres of land presently dedicated to agriculture. About two-thirds of this is in agricultural production; the remainder is idle. Principal crops include wheat, alfalfa, sugar beets, miscellaneous vegetables, asparagus, and pears.

1. Implications of the General Plan Land Use Diagram

Soils

Development under the *General Plan* could cause a temporary increase in erosion from grading and construction activities associated with land development. Because erosion hazards of West Sacramento soils are low, however, and because displacement of agriculture would eliminate a significant source of erosion, these effects would be short-term only.

Agricultural Lands

Approximately 6,400 acres in West Sacramento have been classified as important farmland by the

California Department of Conservation. Of these, approximately 3,700 acres are considered prime farmland (i.e., lands having the best combination of physical and chemical characteristics for crop production).

The *General Plan* designates approximately 5,200 acres of important farmland for urban uses. This land has been designated for urban uses since 1976 with the adoption of the *East Yolo General Plan*.

Approximately 1,250 acres of important farmland in the southernmost portion of the city and approximately 160 acres at the western edge of the city north of West Capitol are designated for agriculture under the *General Plan*.

A total of approximately 3,000 acres of prime farmland in the Southport area are designated as Planned Residential on the *General Plan Land Use Diagram*. Development within this designation would be required to be in accordance with detailed development plans. Significant areas of important farmland in Southport are also designated for industrial uses.

The only prime farmland in the northern portion of West Sacramento is in the northeastern corner of the city; this area is designated for various commercial and industrial uses on the *Land Use Diagram*. There is also an area of important farmland in the northeast corner of the proposed Lighthouse Marina; this area is designated Riverfront Mixed Use on the *General Plan Land Use Diagram*. The only land in West Sacramento under Williamson Act Contract is a 25.1-acre parcel located in the Yolo Bypass north of West Capitol Avenue at the western edge of the city. This area is designated Agriculture (AG) on the *Land Use Diagram*.

Cropland acreages designated for urban uses and their corresponding gross production values for 1986 are shown in Table VII-1. Potential cropland conversions would reduce the gross value of the county's annual farm production by \$2,615,000, or by 1.6 percent. Agriculture is an important element of the Yolo County economy.

TABLE VII-1

IMPORTANT FARMLANDS DESIGNATED FOR URBAN USES
Acreage and Corresponding 1986 Gross Value

Crop Type	<u>Acres Designated for Urban Uses</u>			Gross Value (\$/acre)	Annual Gross Value Loss (\$)
	Prime	Other Important	Total		
Rangeland and fallow	457	559	1,016	5	5,100
Irrigated pasture	467	320	787	100	78,700
Corn	0	153	153	346	52,900
Other grains	627	591	1,218	160	194,900
Sugar beets	521	141	662	618	409,100
Beans	9	0	9	447	4,000
Safflower	177	160	337	158	53,200
Other field crops	19	0	19	102	1,900
Tomatoes	222	172	394	1,606	632,800
Asparagus	112	58	170	992	168,600
Other truck crops	74	0	74	2,714	200,800
Pears	357	0	357	2,278	813,200
Total	3,042	2,154	5,196		\$2,615,200

Sources: California Department of Water Resources 1981, California Department of Conservation 1984, Yolo County Department of Agriculture 1986.

Conversion of agricultural lands can also have secondary effects in terms of encouraging conversion of adjacent agricultural lands. Altered land use patterns and land use conflicts between urban and agricultural uses contribute to this effect. Urban development can pose land use conflicts between agricultural and urban uses. Typical effects on agriculture from urban uses include increased traffic, trespassing, and vandalism. Effects of farming on adjacent urban uses include dust, pesticides, odor, and noise.

2. General Plan Policy Response

The *General Plan* includes the following policies to minimize the impacts of development on agriculture and discourage premature development of agricultural lands with urban uses:

- VI.B.1. The City shall support the continuation of agricultural uses on lands designated for urban uses until urban development is imminent.
- VI.B.2. The City shall endeavor to ensure, in approving urban development near existing agricultural lands, that such development will not constrain agricultural practices or adversely affect the economic viability of nearby agricultural operations.
- VI.B.3. The City shall encourage the County of Yolo to retain agricultural uses on lands adjacent to the city.

- VI.B.4. The City shall support tax and economic incentives, at both the local and state levels, to enhance the economic competitiveness of agriculture.
- VI.B.5. The City shall allow and encourage activities that support local agriculture such as farmers' markets, on-site sale of produce, and special events promoting local agricultural products.

3. Impacts

Development under the *General Plan* could cause a temporary increase in erosion from grading and construction activities associated with land development. Because erosion hazards of West Sacramento soils are low, and because displacement of agriculture would eliminate a significant source of erosion, this impact is considered less-than-significant.

Buildout of the *General Plan* would allow for conversion of a total of approximately 3,050 acres of prime farmland and another 2,150 acres of important farmland to urban uses. Cropland conversions at buildout of the *General Plan* would reduce the gross value of the county's annual farm production by \$2,615,000, or by 1.6 percent. Conversion of farmland constitutes a significant adverse impact. No Williamson Act contract lands are, however, proposed for non-agricultural uses.

4. Mitigation Measures

The only way to mitigate the conversion of agricultural lands would be to designate the lands for agricultural uses. The loss of agricultural lands is, therefore, a significant adverse impact that cannot be mitigated to a less-than-significant level.

D. BIOLOGICAL RESOURCES

West Sacramento contains a variety of natural and altered habitats supporting a diverse assemblage of plant and wildlife species. The extensive riparian corridor along the Sacramento River is the most biologically important area in West Sacramento, but the lakes, ponds, canals, agricultural lands, grasslands, urban landscapes, and parklands also provide important habitat for numerous plant and animal species. Habitat descriptions and locations are shown in Chapter VIII of the *General Plan Background Report*. The *Background Report* also lists special status plant and animal species which could potentially occur in West Sacramento.

1. Implications of the General Plan Land Use Diagram

Development under the *General Plan Land Use Diagram* could directly and indirectly affect biological resources. These resources could be directly affected by the following activities:

- the development of "natural areas" and the subsequent loss of important wildlife habitats or uncommon plant communities,
- reduction in the numbers of special-status plant and wildlife species and populations and/or the extent of their habitats, and
- vegetation removal for canal and river maintenance.

Increased human population density and the potential for disturbance and degradation of important habitats and species can also indirectly affect biological resources.

Development of Habitat Areas

Development under the *General Plan Land Use Diagram* could eliminate important natural habitats (e.g., riparian stands; wetlands such as marshes, canals, lakes, and ponds; annual grasslands; old fields; and fence rows). These habitats are significant for several reasons. They contain special-status plant and animal species and support locally and/or regionally uncommon plants and animals that are threatened with continued loss (such as riparian-dependent species). They provide the only remaining natural habitat for particular species of native plants and wildlife in West Sacramento, and they have significant aesthetic, research, or educational value or are representatives of our natural heritage.

The implications for the loss of important resources are discussed by habitat.

Riparian Stands: The *Sacramento River Marina Study* (Riparian Systems and Meyer Resources, Inc. 1986) concluded that only 285 acres of riparian woodland remain along the Sacramento River between river miles 44 and 62 (the reach along the West Sacramento city limits). This area includes both riverbanks along this reach and therefore includes portions in Sacramento County. The *Marina Study* concluded that botanic and wildlife resources dependent on Sacramento River riparian forests could not withstand any further habitat losses and proposed a no-further-net-loss policy for Sacramento River riparian habitats. The California Fish and Game Commission and U.S. Fish and Wildlife Service recommend, and where possible require, no net loss of riparian habitat to maintain populations of dependent plant and wildlife species at existing levels. Studies by both of these agencies have documented the extent of past impacts and the present precarious status of many riparian dependent species.

Riparian habitats are scarce in West Sacramento and numerous plant and animal species are dependent on the remaining habitat along the Sacramento River and the city's drainage canals.

Specific mitigation and compensation measures are being developed to protect or replace riparian habitats in the Lighthouse Marina and Raley's Landing areas. The northern portion of the Port of Sacramento, however, has a significant stand of riparian habitat that could be lost as industrial development of that area proceeds.

Rivers and Canals: River and canal habitats are scarce locally and important to wildlife. As development occurs under the *General Plan Land Use Diagram*, existing canals in West Sacramento may need to be altered or relocated to accommodate future development and stormwater runoff.

Reduced water quality caused by increased urban runoff into canals and the Sacramento River could increase fish mortality. The wide range of possible effects that various pollutants and pollutant levels have on aquatic biota precludes a discussion of specific potential effects on fishery resources. Effects of degraded water quality on aquatic fauna during low-flow conditions would be amplified because there would be less dilution of the pollutants.

Ponds, Lakes, and Marshes: Pond, lake, and marsh habitats are locally scarce and are important to wildlife. Pond habitats in West Sacramento could be affected by urban development. Lake Washington and vicinity are particularly vulnerable to the encroachment of industrial development proposed for this area.

Annual Grassland: Annual grassland habitats in West Sacramento are already disturbed and dominated by introduced plant species. This habitat is abundant both locally and statewide. Reduction in annual grassland from development under the *General Plan Land Use Diagram* could be detrimental because it provides foraging habitat for raptors and for other predators seeking insects and small mammals.

Old Fields: Old fields provide limited wildlife habitat in West Sacramento. This habitat is typically degraded and situated in urban surroundings.

Fence Rows: Trees, shrubs, and tall grasses growing along fence rows provide important wildlife habitat.

Agricultural Areas: Flooded rice fields serve as an important alternative to natural marshes and provide habitat for water birds (especially in winter) in West Sacramento. Preserving the remaining agricultural lands outside West Sacramento (e.g., in the Yolo Bypass and vicinity) would improve conditions for wildlife. Loss of this habitat within West Sacramento, however, would be detrimental to water birds.

Urban Lands: Urbanized lands would increase under the *General Plan*. Although some new urban wildlife habitat would be created, it would probably be of less value to wildlife than the existing habitats. Urban lands and natural wildlands usually do not support the same wildlife species.

Conversion or Elimination of Habitat for Special-Status Species

None of the special-status plants listed in the *General Plan Background Report* are known to occur within West Sacramento. Several previously unsearched natural habitats, especially known or suspected riparian communities, could support special-status plants.

Of the 23 special-status wildlife species listed in the *General Plan Background Report*, only seven would be likely to experience significant losses of breeding habitat attributable to development under the *General Plan Land Use Diagram*. These are: Swainson's hawk, black-shouldered kite, long-billed curlew, northern harrier, burrowing owl, giant garter snake, and valley elderberry longhorn beetle (VELB). Each of these species could potentially suffer direct habitat loss from development under the *General Plan Land Use Diagram*.

Swainson's Hawk: This state-listed threatened species could suffer from urban encroachment into known breeding territories within West Sacramento. Loss of foraging habitat in agricultural areas and annual grasslands near nest sites would also be detrimental to this species.

The Swainson's hawk population in California has declined by an estimated 90 percent (Bloom 1980). Historically, this species foraged in large, open grasslands of the Central Valley. Loss of nesting and foraging habitat due to conversions of woodlands and grasslands to agricultural uses is the primary cause of the species' decline. More recently, Swainson's hawk nesting and foraging habitats in farmland areas are lost when agricultural uses are converted to urban uses. Even urban development that does not directly disturb nesting sites can often reduce available foraging habitat. Cumulative losses of farmlands in West Sacramento and throughout the region could eliminate Swainson's hawk breeding territories and reduce the regional breeding population.

Black-Shouldered Kite: This California fully-protected species often forages and roosts in West Sacramento. Urban encroachment could cause a significant habitat loss for this species.

Long-Billed Curlew: Development under the *General Plan Land Use Diagram* area would result in a loss of potential foraging habitat for this species. Avoiding development in nearby agricultural areas (e.g., to the south and west of the city), however, would probably provide adequate alternative habitat for this nonbreeding species.

Northern Harrier: This California Department of Fish and Game (DFG) species of special concern could be affected by urban encroachment into potential nesting areas within West Sacramento. Loss of foraging habitat in agricultural areas and annual grasslands near nest sites would also be detrimental to this species.

Burrowing Owl: This DFG species of special concern could be affected by urban encroachment into potential breeding areas. Although this species will tolerate limited human disturbance, disruption of nest sites and foraging could cause localized extirpation of this species.

Giant Garter Snake: Loss of giant garter snake habitat in sloughs, canals, and rice fields from urban development could affect this species in West Sacramento.

Valley Elderberry Longhorn Beetle: Use and reduction of riparian areas along the Sacramento River and intrusion into valley elderberry longhorn beetle habitat could affect this species.

Canal and River Maintenance

Development under the *General Plan Land Use Diagram* would require maintaining and enlarging existing stormwater drainage systems. These activities could include removing vegetation and soils, which could significantly affect the species these habitats support. Waterway maintenance also introduces a disturbance cycle that favors establishment and dominance by introduced "weedy" species over native species.

Indirect Effects

Increased population density and the potential resultant periodic disturbance and slower, long-term degradation of natural habitats can reduce or eliminate some important biological resources.

Natural habitat in city parks and along the Sacramento River could be affected by increased human use and population density in the city. Increased use of parks could degrade natural areas by disturbing vegetation, soils, or wildlife.

As roads and buildings are constructed and ornamental landscaping replaces natural vegetation, introduced species like European starlings, house sparrows, house mice, and Norway rats are likely to colonize the newly-urbanized settings. These animals not only are a nuisance to humans, but also displace native birds and mammals.

As the human population increases, so will the pet population. Dogs and cats frequently chase and capture native animals in city parks and natural areas. Leash laws should continue to be enforced to prevent dogs from intruding into natural areas.

2. General Plan Policy Response

The *General Plan* includes the following policies to address the implications of development on biological resources:

- VI.C.2. The City shall support state and federal policies for preservation and enhancement of riparian and wetland habitats by incorporating, as deemed appropriate, the findings and recommendations of the California Department of Fish and Game and the U.S. Fish and Wildlife Service into site-specific development proposals.
- VI.C.3. The City shall require site-specific surveys to identify significant wildlife habitat and vegetation resources for development projects located in or near riparian or wetland areas.
- VI.C.4. The City shall ensure no net loss of riparian or wetland habitat acreage and value by regulating development in and near these habitats and promoting projects that avoid sensitive areas. Where habitat loss is unavoidable, the City shall require replacement on at least a 1:1 basis. Replacement entails creating habitat that is similar in extent and ecological value to that displaced by the project. The replacement habitat should consist of locally-occurring, native species and shall be located as close as possible to the project site.
- VI.C.5. To minimize disturbance to wildlife, the City shall require the provision and maintenance of a setback or buffer of at least 100 feet between significant wetland habitat and adjacent development. The buffer shall be landscaped with native or compatible introduced ornamental vegetation and may be used for passive recreation purposes.
- VI.C.6. The City shall encourage the maintenance of marsh and riparian vegetation along irrigation/drainage canals and along the Deep Water Ship Channel by requiring that routine maintenance and clearing disturb only one bank per year and maintain the fringes of marsh vegetation.
- VI.C.7. The City shall seek to minimize the loss or degradation of wetland and riparian habitats at the following sites: Lake Washington and associated wetlands; Bee Lakes and associated riparian woodlands; riparian woodlands along the Sacramento River north of the I Street Bridge and south of the barge canal; and riparian woodlands along the Deep Water Ship Channel and the Yolo Bypass.
- VI.C.8. The City shall adopt a conservation ordinance that identifies specific habitats and sites where development could diminish or eliminate significant biological habitat and protects them from the adverse effects of excavating, grading, filling, dredging, removing vegetation, landscaping with exotic species, and other incompatible uses and activities.
- VI.C.9. The City shall support state and federal laws and policies to preserve populations of rare, threatened, and endangered species by ensuring that development does not adversely affect such species or by fully mitigating adverse effects.
- VI.C.10. The City shall not approve projects that would cause unmitigatable impacts on rare, threatened, or endangered wildlife or plant species.
- VI.C.11. The City shall implement measures to ensure that development in the city does not adversely affect fishery resources in the Sacramento River, Deep Water Ship Channel, and Lake Washington.
- VI.C.12. Public access and recreation facilities shall not eliminate or degrade riparian habitat values. Trails, picnic areas, and other developments shall be sited to minimize impacts

on sensitive wildlife habitat or riparian vegetation.

VI.C.13. The City shall promote the use of native plants, especially valley oaks, for landscaping roadsides, parks, and private properties. In particular, native plants should be used along the Sacramento River and in areas adjacent to riparian and wetland habitats.

3. Impacts

Development under the *General Plan Land Use Diagram* could directly and indirectly affect biological resources. The development of natural areas could cause loss of important wildlife habitats or uncommon plant communities. Most significant are the riparian stands, rivers and canals, and ponds, lakes, and marshes. Special status plant and wildlife species most likely to be affected include potential riparian-dependent plant species, and the Swainson's hawk, black-shouldered kite, northern harrier, burrowing owl, giant garter snake, and valley elderberry longhorn beetle.

Development under the *General Plan Land Use Diagram* could also have a significant adverse impact on the Swainson's hawk, a state-listed threatened species. Losses of Swainson's hawk breeding territories are extremely difficult to mitigate on a project-by-project basis or even a jurisdiction-by-jurisdiction basis. Establishing buffer areas around known nesting sites is often inadequate to avoid nest abandonment unless the buffer includes extensive, suitable foraging habitat. The costs of setting aside buffer areas of this size are usually prohibitive for individual developments.

The California Department of Fish and Game (DFG) recommends mitigation for losses of Swainson's hawk foraging habitat for all development projects that eliminate suitable habitat within the species' range in the Central Valley. The current DFG policy is a foraging habitat replacement ratio of 0.5 to 1.0.

A viable Swainson's hawk population could be maintained through the City's participation in a regional habitat protection program that would involve developers, local jurisdictions (including the County of Yolo and the cities of Woodland and Davis), and agencies such as the California Department of Fish and Game.

Preparation of a comprehensive regional Swainson's hawk mitigation plan, with participation by the City of West Sacramento, would seek to preserve and enhance lands and resources that provide foraging and nesting habitat for the Swainson's hawk and other species. Planning should initially focus on identifying areas supporting valuable habitat designated for urban development by applicable general plans, and areas designated for agricultural or open space uses that could be managed to preserve and protect their value for Swainson's hawks. After identifying suitable habitat areas designated for development and for open space/agricultural retention, the mitigation plan should specify criteria to ensure that no net loss of Swainson's hawk habitat occur within the regional urban development proceeds.

Implementation Program VI.1, which commits the City to the preparation of a conservation ordinance, specifically states that "the City shall consider the possibility of including mitigation banking provisions to acquire and enhance sensitive habitats and compensate for losses attributable to development." The conservation ordinance will not only identify sensitive habitats, including that of the Swainson's hawk, but will also clearly articulate the City's preferred approach to mitigating the loss of such habitats. This could include some of the features mentioned above.

Canal and river maintenance could remove vegetation and soils and affect habitat. Waterway maintenance could also create conditions leading to the establishment and dominance of introduced "weedy" species over native species. The *General Plan* includes specific policies to address this species.

Potential impacts on fishery resources in the Sacramento River are addressed through policies and programs in the *General Plan* to protect water quality.

Maintenance of rice fields in lands around West Sacramento would reduce the effects on water birds and the giant garter snake.

The *General Plan* includes several policy and program commitments for preserving riparian habitat and wetlands and other biologically significant habitat. These policies and programs will adequately mitigate potential impacts on natural resources. The impact of the *General Plan* would, therefore, be less than significant.

4. Mitigation Measures

None required.

E. AIR QUALITY

West Sacramento is located in the southern portion of the Sacramento Valley Air Basin. Yolo County, Sacramento County, and portions of Placer and Solano Counties constitute the Sacramento Valley Air Quality Maintenance Area, the air quality planning area for the Sacramento region.

Existing air quality conditions in West Sacramento are addressed in detail in Chapter VIII of the *General Plan Background Report*.

1. Implications of the General Plan Land Use Diagram

Development accommodated by the *General Plan* would impact both local and regional air quality. The air quality effects of development would be direct and indirect. Direct effects are due to emission releases from stationary sources such as stacks, chimneys, vents, and fume hoods. Indirect impacts are due to automobile traffic generated by new land uses.

Local Impacts

The most important local air pollution problem is carbon monoxide. The primary source of carbon monoxide is automobile traffic. Another potentially significant source, on winter evenings when carbon monoxide levels historically reach peak levels, is residential wood burning in fireplaces and woodstoves.

Intersections of major surface streets are considered "hotspots" for carbon monoxide. This is due to the high traffic volumes and vehicle idling associated with delays at intersections. To estimate carbon monoxide levels within West Sacramento, the CALINE-4 computer model was applied to six intersections under existing traffic conditions and for future traffic conditions at buildout of the *General Plan*. These intersections were selected as having the highest traffic volumes and/or congestion levels, and should provide estimates of the highest concentrations expected to occur in the area.

The CALINE-4 model was run for adverse meteorological conditions that typically occur on the clear winter evenings when carbon monoxide concentrations reach their highest levels in the Sacramento Valley: light winds, high atmospheric stability, and cool temperatures.

Concentrations were estimated at a distance of 10 meters from the curbline. The calculations reflected worst-case conditions for both traffic and meteorology. The CALINE-4 model and conditions assumed for its use are described in Appendix F.

State and federal standards for carbon monoxide are specified averages for one- and eight-hour periods. Existing carbon monoxide concentrations near the six selected intersections are shown in Table VII-2. The data is stated in parts per million (PPM). The applicable one-hour state and federal standards are 20 and 35 PPM, respectively. The applicable federal and state eight-hour standards are both 9 PPM. No violations of either ambient air quality standard are indicated.

Future carbon monoxide concentrations are affected by opposing trends. The number of vehicles entering intersections will in part determine carbon monoxide emissions, as will the level of congestion. Both of these will increase from development under the *General Plan*. At the same time, the per-mile emission rate from automobiles in the future will be lower, as newer vehicles, with more effective emission control systems, replace older vehicles.

As shown in Table VII-2, at buildout of the *General Plan*, concentrations are higher than existing levels at four intersections and lower at two intersections. No violations of either the one-hour or eight-hour standards are indicated.

TABLE VII-2

**PREDICTED YEAR 1988 AND 2010 CARBON MONOXIDE CONCENTRATIONS
FOR THE PEAK 1-HOUR AND 8-HOUR PERIOD
In Parts Per Million**

Intersection	Existing (1988)		General Plan (2010)	
	1-Hour	8-Hour	1-Hour	8-Hour
Jefferson/Linden	11.2	6.7	12.5	7.5
Harbor/Industrial	8.9	5.3	14.0	8.4
W. Capitol/Harbor	12.1	7.3	13.1	7.9
Sacramento/Harbor	9.5	5.7	14.5	8.7
Sacramento/Jefferson	12.0	7.2	10.8	6.5
W. Capitol/Jefferson	13.5	8.1	10.2	6.1

Regional Impacts

Development within West Sacramento would contribute to air quality problems within the

Sacramento Air Quality Maintenance Area. The primary impact would be due to vehicle trips associated with new development. Trips to, from, and within West Sacramento would result in air pollutant emissions throughout the Sacramento Air Quality Maintenance Area. To evaluate the emissions associated with the project, the URBEMIS-2 computer program, developed by the California Air Resources Board, was applied to incremental development under the *General Plan*. The daily increase in regional emissions is shown in Table VII-3 for reactive organic gases and oxides of nitrogen (two precursors of ozone). The URBEMIS-2 program and the assumed conditions for its use are described in Appendix F.

In addition to indirect emissions from vehicles, development under the *General Plan* would increase regional emissions through new area sources and stationary sources. Residential development is often considered an area source in that it contains a number of dispersed and intermittent sources of pollutants such as space and water heaters, household paints and solvents, fireplaces and woodstoves, lawn mowers, and other equipment.

The California Air Resources Board (ARB) estimates existing and projected reactive organic gases (ROG) and oxides of nitrogen (NO_x) emissions by county. (ROG and NO_x are considered to be precursors of ozone, the major component of smog). The ARB calculated that Yolo County emitted 20.3 tons per day ROG and 17.5 tons per day NO_x . Projected emissions for the Year 2000 are 21.6 tons per day ROG and 17.03 tons per day NO_x . The ARB's published annual emission factors were applied to residential development to estimate emissions from this source. The residential contribution to regional emissions is shown in Table VII-3.

TABLE VII-3
PROJECT REGIONAL VEHICULAR AND RESIDENTIAL EMISSIONS
Tons per Day

	ROG^1	NO_x^2
General Plan at buildout:		
Vehicular	2.2	3.9
Residential	1.0	0.2
Total	3.2	4.1

¹ROG = Reactive Organic Gases (Hydrocarbons)

² NO_x = Oxides of Nitrogen

Source: California Air Resources Board, 1988.

Development under the *General Plan* would result in substantial new industrial and commercial growth. Industrial development, and to a lesser extent commercial development, can include new stationary sources of air pollutants. Industrial land uses may include emissions from a multitude of different processes and may involve the use of toxic air pollutants. Commercial land uses may include smaller stationary sources such as cooking equipment, boilers, and dry cleaning equipment, and in some cases may involve use of toxic air contaminants.

The type, number, and amount of new stationary emissions allowed under the *General Plan* is not predictable. Each new source will, however, be required to obtain a permit from the Yolo-Solano County Air Pollution Control District (APCD) prior to construction and operation. Current District regulations require "New Source Review" for all proposed sources that will generate certain air contaminants above specified thresholds. The APCD requires the application of "Best Available Control Technology" and emission offsets if predicted emissions exceed other specified thresholds.

Effects on Regional Air Quality Planning

The growth in emissions associated with development under the *General Plan* would contribute to the continuation of ozone problems in the Sacramento Air Quality Maintenance Area.

The 1982 *Sacramento Area Air Quality Plan* identified the need to substantially reduce emissions of reactive organic gases (ROG) to attain the federal ambient ozone standard of 0.12 PPM. No predictions exist of when the federal ozone standard will be attained in Sacramento. If regional emissions are reduced sufficiently to meet the federal standard all emission growth associated with development under the *General Plan* will have to be offset or mitigated if the standard is to be maintained in the future. The emissions growth allowed by the *General Plan* represents a substantial obstacle to attaining the federal ozone standard in the Sacramento Air Quality Maintenance Area.

The California Clean Air Act (AB 2595) has set into motion a planning process modeled after the federal Clean Air Act, but aimed at attaining the state ambient air quality standards. In the case of the standard for ozone, the state standard is more stringent (0.09 PPM). The allowable ROG emissions that would meet this standard would be substantially lower than that for attaining the federal ozone standard. Emissions growth allowed by the *General Plan* represents a substantial obstacle to attaining the state ozone standard in the Sacramento Air Quality Maintenance Area. The emissions generated by development accommodated by the *General Plan* would have to be somehow offset by stricter controls on mobile, area, and stationary sources in the future.

2. General Plan Policy Response

The *General Plan* contains policies and goals designed to reduce the air quality impact of future development. The effectiveness of these measures in improving air quality will largely depend on how these policies and goals are implemented and how consistently and aggressively they are applied to future development as it is proposed.

Air quality is specifically addressed in the *General Plan*. Under the goal stating that the City shall "promote and improve air quality in West Sacramento and the Sacramento region" are the following policies that would affect regional emissions of air pollutants:

- VI.D.1. The City shall support and participate in local and regional air quality planning programs to ensure the earliest practicable attainment and subsequent maintenance of federal and state ambient air quality standards.
- VI.D.2. The City shall utilize the CEQA process to identify and avoid or mitigate potentially significant air quality impacts of development proposals. The CEQA process shall also be utilized to ensure early consultation with the Yolo-Solano Air Pollution Control District (APCD) concerning air quality issues associated with specific development proposals.

- VI.D.3. The City shall separate sensitive land uses from significant sources of air pollutants or odor emissions.
- VI.D.4. The City shall establish procedures to ensure early notification and coordination with the Yolo-Solano Air Pollution Control District when industrial developments are proposed. Such early coordination will assist applicants in complying with applicable air quality regulations and will assist the City in promptly identifying and resolving potential air quality problems.
- VI.D.5. The City shall promote mixed-uses for major development projects to reduce the length and frequency of vehicle trips.
- VI.D.6. The City shall develop a local circulation system that encourages and accommodates the use of transportation modes other than the automobile.
- VI.D.7. The City shall ensure that new development incorporates the infrastructure, facilities, and design standards necessary to encourage and accommodate transit, ridesharing, and non-automobile travel modes.
- VI.D.8. The City shall encourage the establishment of child care facilities at or near worksites and near residential areas as a means of reducing pollutants from automobile travel.
- VI.D.9. The City shall develop and implement a local Transportation System Management (TSM) ordinance applicable to major projects and employers. The TSM ordinance should be developed in consultation with the Yolo-Solano Air Pollution Control District, Yolo County, the Sacramento Area Council of Governments, and the Sacramento Metropolitan Air Quality Management District. The TSM ordinance should distinguish between the physical facilities to be provided by developers and the trip reduction incentives and programs to be implemented by employers.
- VI.D.10. The City shall verify air quality projections with periodic spot monitoring, especially at identified emission point-sources.
- VI.D.11. Major intersections shall be designed to minimize long vehicle delays which result in carbon dioxide (CO) "hot spots."

In addition to these policies, Implementation Program VI.12 commits the City to the preparation and adoption of an air quality mitigation ordinance that requires developers of large projects to pay a fee to generate funds that can be used to reduce regional air pollutant emissions.

Air quality is closely linked with land use and transportation; the Transportation and Circulation Section of the *General Plan Policy Document* contains policies that function to control air quality in conjunction with new development, including the following:

- Extension of light-rail transit to West Sacramento or development of a feeder bus system to facilitate use of light rail transit,
- Locating large trip generating land uses near transit facilities,
- Requiring transit incentives in new development,

- Adopting a Transportation Systems Management Ordinance,
- Requiring bicycle and pedestrian incentives in new developments,
- Providing adequate right-of-way for bicycle use along new and improved arterials and collector streets,
- Requiring bicycle parking at public facilities, employment sites, shopping centers and office centers.
- Promoting development of park-and-ride facilities near major transportation corridors.
- Promoting energy conservation measures in new development.

3. Impacts

At buildout of the *General Plan*, carbon monoxide concentrations would be higher than existing levels at four intersections and lower at two intersections. No violations of either the one-hour or eight-hour standards are indicated.

The type, number or amount of new stationary emissions generated under the *General Plan* is not predictable. Each new source will, however, be required to obtain a permit from the Yolo-Solano County Air Pollution Control District prior to construction and operation. APCD regulations require new source review for all proposed sources and require the application of Best Available Control Technology and emission offsets if predicted emissions exceed other specified thresholds.

Federal emission regulations on residential wood heaters manufactured after July 1, 1988 should reduce the impacts from emissions of wood burning stoves in new residential development.

The impacts of the *General Plan* on local air quality conditions are considered to be less-than-significant.

Because the Sacramento Air Quality Maintenance Area is in nonattainment of federal and state air quality standards, any new development in the region will contribute to regional air pollutant emissions and will further delay attainment of federal and state standards. Policies in the *General Plan*, particularly the development and implementation of a local Transportation System Management (TSM) program, would commit the City to contributing at least its fair share to regional attainment of air quality standards. Even with the policies included in the *General Plan*, however, the increase in emissions from new development constitutes a significant adverse impact on regional air quality.

4. Mitigation Measures

Since new development will increase emissions in the Sacramento Air Quality Maintenance Area, the impacts on regional air quality cannot be reduced to a less-than-significant level.

7.1.1. The proposed project would require the construction of a new building and the associated parking lot.

7.1.2. The proposed project would require the construction of a new building and the associated parking lot.

7.1.3. The proposed project would require the construction of a new building and the associated parking lot.

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7.1.21. The proposed project would require the construction of a new building and the associated parking lot.

7.1.22. The proposed project would require the construction of a new building and the associated parking lot.

CHAPTER VIII

HEALTH AND SAFETY

A. INTRODUCTION

This chapter provides an analysis of natural and man-made health and safety issues, including seismic and geologic hazards, flooding hazards, fire, and toxic materials hazards, emergency response, and noise. Existing health and safety issues are described in Chapter IX of the *General Plan Background Report*.

B. SEISMIC AND GEOLOGIC HAZARDS

The *General Plan Background Report* provides a generalized description of the seismic and geologic conditions affecting West Sacramento. Included are descriptions of local soil conditions, the proximity and historical activity of nearby faults, and the history and severity of earthquakes in the region. Past studies and evaluations of seismic hazards in the region indicate that West Sacramento is in an area of relatively low seismic activity. The principal geologic and seismic issues affecting the city are liquefaction, seiches, ground shaking and levee failure caused by earthquakes.

1. Implications of the General Plan Land Use Diagram

Growth and development will not increase the likelihood or severity of geologic and seismic hazards. Additional development will, however, result in the exposure of more people and property to these hazards. Presently, the most significant hazard is to older, unreinforced masonry structures and levees which could collapse during strong ground shaking. As described in the next section on flooding, levee failure could result in widespread flooding.

Newer structures, while more resistant to ground shaking than older buildings, could suffer damage from shaking or settlement caused by liquefaction. Fire caused by ruptured gas or electrical transmission lines could affect both new and old structures.

2. General Plan Policy Response

The *General Plan* contains the following policies to address potential implications of seismic and geologic hazards:

- VII.A.1. The City shall require preparation of geotechnical reports and impose appropriate mitigation measures to ensure, within the limits of technical and economic feasibility, that new structures are able to withstand the effects of seismic activity, including liquefaction.
- VII.A.2. Underground utilities, particularly water and natural gas mains, shall be designed to withstand seismic forces.
- VII.A.3. The City shall request that responsible agencies regularly inspect and repair area levees, as needed, to ensure structural integrity in the event of seismic activity.
- VII.A.4. The City shall conduct an inventory of unreinforced masonry buildings within the city. No change in use to a higher occupancy or more intensive use shall be approved in such structures until an engineering evaluation of the structure has been conducted and any structural deficiencies corrected. The Redevelopment Agency shall be encouraged to assist property owners in reinforcing buildings.

VII.A.5. The City shall require post-earthquake building replacement, reconstruction, and rehabilitation to conform to the latest City code requirements.

3. Impacts

While not eliminating the seismic and geologic hazard entirely, the policies of the *General Plan* provide for development with minimal risks from seismic and geologic hazards. Further, West Sacramento is an area of relatively low seismic risk.

The impact of the *General Plan* on seismic safety would, therefore, be less than significant.

4. Mitigation Measures

None required.

C. FLOODING

West Sacramento lies within the natural floodplain of the Sacramento River. The land has been reclaimed by a system of levees and by the Yolo and Sacramento Bypasses, which divert flood waters around the city to the west. The potential for flooding in West Sacramento depends on the adequacy of the levee system and magnitude of the flood hazard. Inundation of West Sacramento could occur if the levees failed or were overtopped by flood waters.

Flooding potential could be increased if a major earthquake were to occur when waterways are at capacity and levees are saturated by water. Collapse of Folsom Dam could also lead to inundation of West Sacramento.

In February 1986, a major storm produced flood flows above those anticipated, which resulted in a reevaluation of the floodplains in the region, and plans for levee repair and strengthening. The Federal Emergency Management Agency (FEMA) revised the City's Flood Insurance Rate Maps (FIRM) and adopted the new maps in March 1990, as shown in Chapter IX of the *General Plan Background Report*. In the revised FIRM, nearly all of the city is designated within the 100-Year floodplain as A-99 zone, which is to be protected by remedial construction work on existing levees.

1. Implications of the General Plan Land Use Diagram

The analysis of flood hazards affecting the community is based on information from the Federal Emergency Management Agency (FEMA), the Sacramento River Flood Control System Evaluation, and other completed or in-progress studies listed in the *General Plan Background Report*.

Growth in accordance with the *General Plan* is not expected to significantly increase the likelihood of major flooding; however, development will cause additional people and property to be exposed to this potential hazard. New development, primarily through the creation of additional impervious surfaces and changes in existing drainage patterns, could increase the occurrence of localized flooding during storms. This is discussed more fully in the drainage section of Chapter V, "Public Facilities and Services."

2. General Plan Policy Response

The *General Plan* contains the following policies to address flooding:

- IV.C.5. The City shall cooperate with other responsible agencies in ensuring that levees surrounding the city are maintained and improved to provide a minimum 200-year flood protection.
- IV.C.6. The City shall investigate the possibility of consolidating existing reclamation districts as a means of providing better levee maintenance and flood protection.
- VII.B.1. The City shall continue to participate in the National Flood Insurance Program. To this end, the City shall ensure that local regulations are in full compliance with standards adopted by the Federal Emergency Management Agency.
- VII.B.2. New residential development, including mobilehomes, shall be constructed so that the lowest floor is at least 12 inches above the 100-year level for storm drainage.
- VII.B.3. Non-residential development shall be anchored and flood-proofed to prevent damage from the 100-year flood or, alternatively, elevated to at least 12 inches above the 100-year flood level.
- VII.B.4. Existing development shall comply with policies B.2. and B.3. when improvements are made costing at least 50 percent of the estimated current market value of the structure before the improvements.
- VII.B.5. New development shall be designed to prevent the diversion of floodwaters onto neighboring parcels.
- VII.B.6. Construction of storm drainage improvements shall be required, as appropriate, to prevent flooding during periods of heavy rainfall.
- VII.B.7. Flood control channels shall be routinely cleared of vegetation and debris which could impede stormwater flows, while protecting significant riparian vegetation.
- VII.B.8. The City shall cooperate with area reclamation districts and other responsible agencies in the maintenance and improvement of levees and drainage channels.
- VII.B.9. The City shall support state and federal legislation which provides funding for the construction of flood control improvements in urbanized areas.
- VII.B.10. The City shall discourage uses that promote the erosion or structural deterioration of levees.
- VII.B.11. The City shall impose appropriate conditions on grading projects performed during the rainy season to ensure that silt is not conveyed to storm drainage systems.

3. Impacts

While not eliminating the potential for flooding, policies in the *General Plan* provide for minimizing flood hazards in conjunction with new development. In addition, the City adopted a floodplain management ordinance in February 1990 which institutes development standards for construction within the designated floodplain. The impact of the *General Plan* in terms of flooding hazards would, therefore, be less than significant.

4. Mitigation Measures

None required.

D. FIRE AND TOXIC MATERIALS HAZARDS

West Sacramento is subject to both structural and wildland fire hazards, as well as hazards posed by toxic chemicals which are used, produced, or stored at local industries. Certain agricultural chemicals are also hazardous.

Chapter IX of the *General Plan Background Report* contains a listing and mapping of structures and areas deemed to be structural or wildland fire hazards. Locations of known hazardous materials are also identified.

1. Implications of the General Plan Land Use Diagram

Growth and development under the *General Plan* will affect fire and hazardous materials in a number of ways. First, as agricultural and other open areas are developed, the potential for wildland or brush fire will decrease. Also, the use and transport of agricultural chemicals within the community will decrease. Second, as development occurs, more structures and persons will be subject to existing fire and toxic material hazards. Third, new residential, commercial and industrial development will create new potential fire sources. Finally, additional quantities of hazardous materials are likely to be transported to and from these new businesses.

2. General Plan Policy Response

The *General Plan* Policy Document contains the following policies which address fire and hazardous materials:

- VII.C.1. The City shall require that new development provides all necessary water service, fire hydrants, and roads consistent with Fire Department standards.

- VII.C.2. The City shall ensure that adequate water fire-flow capability is provided throughout the city and shall regularly monitor fire-flow to ensure adequacy. New development shall comply with the following minimum fire-flow rates:

Development Category	Gallons Per Minute
Single-Family Residential	1,000
Multi-Family Residential	1,500

Nonresidential fire flow requirements shall conform to those contained in Appendix IIIA of the *Uniform Fire Code*, 1988 edition, or as revised in a more recent edition of the *Uniform Fire Code*.

- VII.C.3. The Fire Department shall maintain an ongoing fire and life safety inspection program for all commercial, industrial, and high-rise buildings.
- VII.C.4. All new development shall be constructed according to fire safety and structural stability standards contained in the latest adopted *Uniform Fire* and *Building Codes* and related high-rise regulations.
- VII.C.5. The City shall minimize the dependence of new commercial and industrial developments on City firefighting personnel and equipment by requiring on-site fire suppression systems which include sprinklers and pumps, as deemed necessary.
- VII.C.6. The City shall require property owners to remove fire hazards, including vegetation, hazardous structures and materials, and debris, as directed by the Fire Department.
- VII.C.7. In the development review process, the City shall ensure that adequate fire equipment access is provided and, where appropriate, shall require the use of fire-resistant landscaping and building materials.
- VII.C.8. The City shall regulate the storage and manufacture of flammable, explosive, or otherwise hazardous materials and shall develop standards addressing the transport of these materials within the city.
- VII.C.9. The City shall continue to maintain and update an inventory of businesses that manufacture or maintain hazardous materials on the premises.

In addition, the *Yolo County Hazardous Waste Management Plan* provides for the transportation, storage, and disposal of hazardous materials throughout the county.

3. Impacts

The *General Plan* includes policies to address fire and hazardous materials in conjunction with new development. The impact of the *General Plan* would, therefore, be less than significant.

4. Mitigation Measures

None required.

E. EMERGENCY RESPONSE

The ability of residents, employees and designated City officials to respond to an emergency in an appropriate and timely manner could make a significant difference in the number of lives saved and injuries avoided in the event of a man-made or natural disaster or a military attack.

As described in the previous sections and the *General Plan Background Report*, there is potential for disaster from a number of natural and man-made sources. The City's method of addressing this potential is described in the *Yolo County Emergency Plan*, prepared in 1983. The Plan establishes operational procedures to be followed in the event of military attack or in the event of natural or man-made disaster. Among the peacetime emergencies mentioned in the Plan are:

- Earthquake
- Flood
- Fire
- Accident (Transportation, Industrial)
- Civil Disturbance
- Storm
- Pollution
- Epidemic

1. Implications of the General Plan Land Use Diagram

Natural and man-made hazards associated with development under the *General Plan* are described in the preceding sections. Additional impacts which could affect the function of response measures in the *General Plan* include logistical complications brought about by the additional persons and vehicles that would have to be moved in an evacuation. Further, additional development will result in additional structures which could become impediments to travel in an emergency situation, particularly if they cause streets to be blocked.

2. General Plan Policy Response

The *General Plan* Policy Document contains the following policies which address emergency response:

- VII.D.1. The City shall maintain, periodically update, and test the effectiveness of its *Emergency Response Plan*. As part of the periodic update, the City shall review county and state emergency response plans and procedures to ensure coordination with the City's plan.
- VII.D.2. The City shall develop and implement public information programs concerning disaster response and emergency preparedness.
- VII.D.3. The City shall identify emergency access routes and shall ensure that they are kept free of traffic impediments.
- VII.D.4. The City shall identify alternative water sources for firefighting purposes for use during a disaster.
- VII.D.5. Critical emergency response facilities such as hospitals, fire, police, emergency service facilities, and utilities shall be sited to minimize their exposure to flooding, seismic effects, fire, or explosion.

- VII.D.6. The City shall designate and develop a command center for use during times of emergency.
- VII.D.7. The City shall develop mutual aid agreements and communications links with surrounding jurisdictions for assistance during times of emergency.
- VII.D.8. The Fire Department shall work with local industries' emergency plans to ensure that each company with 20 or more employees has an emergency plan that is consistent with the City's Emergency Response Plan.

3. Impacts

Continued reliance and update of the *Emergency Response Plan* should ensure that City emergency response procedures are adequate in the event of natural or man-made disasters. The impact of the *General Plan* would, therefore, be less than significant.

4. Mitigation Measures

None required.

F. NOISE

The primary noise sources in West Sacramento are roadways, railroads, and industrial facilities. Exposure to excessive noise may interfere with normal speech and sleep activities of city residents. Industry can also be affected by encroachment of noise-sensitive uses.

1. Implications of the General Plan Land Use Diagram

The potential for noise conflicts from development under the *General Plan* includes additional and continuing excessive noise from transportation-related noise sources (roadways and railroads). Increased traffic volumes would produce higher noise levels in the vicinity of roadways. Table VIII-2 compares current (1988) noise measurement estimates with those projected to result from traffic generated at full buildout of the *General Plan Land Use Diagram*. Table VIII-2 indicates the distance in feet from the center line of the roadway segments. Within these contours, noise levels are projected to be 60 dbA or above. Figure VIII-1 shows the projected future contours for these roadways as well as for local railroads.

TABLE VIII-2
NOISE CONTOUR DATA
Distance (Feet) from Center of Roadway
to L_{dn} Contours

Segment Description No.	From	To	Distance to Current 60 dB Contour Line	Distance to Future 60 dB Contour Line
River Road:				
1	North City Limits	I-80	72	229
West Capitol Avenue:				
2	I-80	Northport	83	147
3	Northport	Harbor Blvd.	128	174
4	Harbor Blvd.	Westacre	231	313
5	Westacre	Jefferson	253	309
6	Jefferson	SR 275	185	372
Kegle Drive:				
7	Carrie	Sacramento Avenue	71	71
"C" Street:				
9	Third	Jibboom	93	132
Harbor Boulevard:				
10	Sacramento Avenue	Rice	124	306
11	Rice	Evergreen	197	316
12	Evergreen	Industrial	229	338
Enterprise:				
13	Lake	Deep Water Ship Channel	180	416
Industrial:				
14	Enterprise	Harbor	122	321
15	Harbor	Stone	115	369
Park Boulevard:				
16	Jefferson	16th Street	88	95
26	16th Street	Stone	38	122
Linden Road:				
17	Jefferson	City Limits (E)	42	114
18	Jefferson	Jefferson West	73	94
Anna Street:				
19	Kegle	Road 136	28	91
Westacre Road:				
20	West Capitol	Park	82	112

TABLE VIII-2
NOISE CONTOUR DATA
Distance (Feet) from Center of Roadway
to L_{dn} Contours
(Continued)

Segment Description No. From	To	Distance to Current 60 dB Contour Line	Distance to Future 60 dB Contour Line
Evergreen Avenue: 21 Harbor	Pine	52	60
Merkley Avenue: 22 East of Jefferson		46	53
23 West of Jefferson		80	93
Fifteenth Street: 24 Jefferson	South River Road	42	78
Stone Boulevard: 25 Jefferson	Industrial	39	59
Bryte Avenue: 27 Anna	Sacramento Avenue	34	62
Anna Street: 28 Bryte Avenue	Kegle	22	54
Jefferson Boulevard: 29 South City Limit	Davis	43	59
30 Davis	Harmon	73	198
31 Harmon	Linden	100	237
32 Linden	Arlington	187	354
33 Arlington	Devon	197	316
34 Devon	Stone	216	316
35 Stone	15th Street	207	283
36 15th	US 50	223	316
37 US 50	SR 275	269	224
38 SR 275	West Capitol	173	154
39 West Capitol	F Street	191	231
40 F Street	Sacramento Avenue	191	231
Riske Lane: 41 So. River Road	SR 275	49	99
Sacramento Avenue: 42 Kegle	Todhunter	185	268
43 Todhunter	Sunset	148	315
44 Sunset	Harbor	128	315
8 Harbor	Douglas	126	170
Sacramento Avenue: 42 Kegle	Todhunter	185	268
43 Todhunter	Sunset	148	315
44 Sunset	Harbor	128	315
8 Harbor	Douglas	126	170

TABLE VIII-2
NOISE CONTOUR DATA
Distance (Feet) from Center of Roadway
to L_{dn} Contours
(Continued)

Segment Description No. From	To	Distance to Current 60 dB Contour Line	Distance to Future 60 dB Contour Line
Reed Avenue:			
45 Harbor	CHP Academy	91	340
I-80:			
46 West City Limits	Enterprise	1,249	1,397
47 Enterprise	Jct. US 50	1,280	1,524
48 Jct. US 50	Reed	588	921
49 Reed	City Limits	638	852
US 50 (Business 80):			
50 I-80	Harbor	1,139	1,352
51 Harbor	SR 275	1,229	1,413
52 SR 275	South River	1,231	1,626
53 South River	City Limits	1,422	1,626
SR 275:			
54 US 50	Riske	186	309
55 Riske	5th Street	190	309
56 5th Street	Tower Bridge	119	187
57 At Tower Bridge		129	187
Industrial Loop:			
58 Deep Water Ship Channel			332
59			211
60			168
61			245
62			230
63			122
Industrial Connector:			
64 South of Industrial Loop			321
Seymour:			
65 At Industrial Loop			224
66			264
67			156
Marshall:			
68 West of Drainage Canal	Seymour		290
69 West of Seymour	Industrial		129
Devon Loop:			
70 East of Union Pacific Tracks			170
71			116
72			185
73			128
74			123

TABLE VIII-2

NOISE CONTOUR DATA
Distance (Feet) from Center of Roadway
to L_{dn} Contours
(Continued)

Segment Description No.	From	To	Distance to Current 60 dB Contour Line	Distance to Future 60 dB Contour Line
East Devon Loop:				
75				218
76				253
77				201
78				149
Sutterville Extension:				
79	East of River			87
80	West of River			313
81				243
82				236

Source: Brown-Buntin Associates, 1989

2. General Plan Policy Response

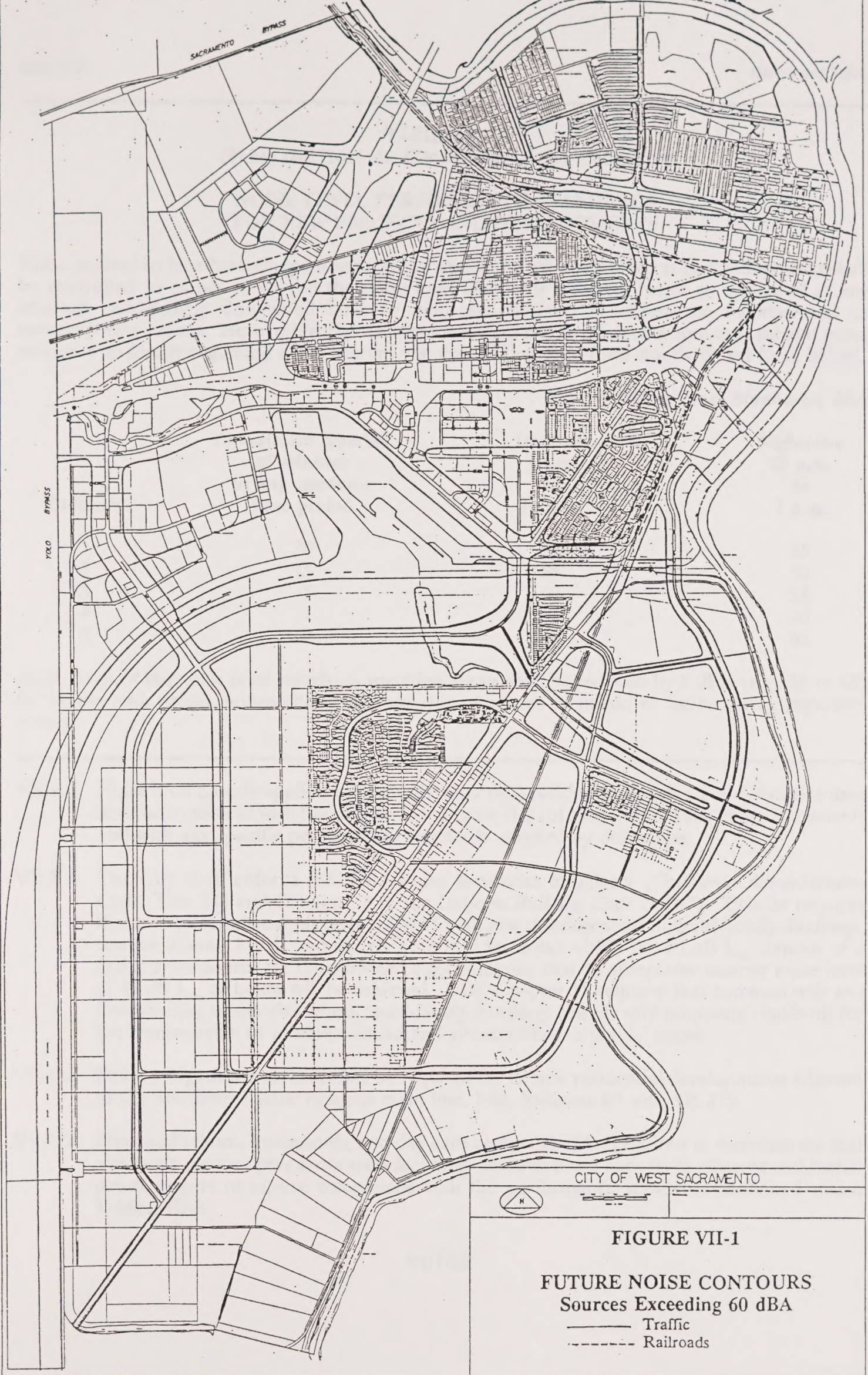
The *General Plan* includes the following policies which address noise-sensitive land uses:

- VII.E.1. Areas within the city that are exposed to existing or projected exterior noise levels exceeding 60 dB L_{dn} or the performance standards in Table VIII-3 shall be designated as "noise-impacted."
- VII.E.2. New development of residential or other noise-sensitive land uses shall not be permitted in noise-impacted areas unless mitigation measures are incorporated into the project design to reduce noise to levels which comply with the following standards:
- a. For noise due to traffic on public roadways, railroad line operations, and aircraft: 60 dB L_{dn} or less in outdoor activity areas, and interior noise levels to 45 dB L_{dn} or less. Where it is not possible to reduce exterior noise due to these sources to 60 dB L_{dn} or less by incorporating a practical application of the best available noise-reduction technology, an exterior noise level of up to 65 dB L_{dn} will be allowed. Under no circumstances will interior noise levels be permitted to exceed 45 dB L_{dn} with the windows and doors closed.
 - b. For noise sources other than those described in Policy 2a: achieve compliance with the performance standards contained within Table VIII-3.
- VII.E.3. When industrial, commercial, or other uses, including locally-regulated noise sources, are proposed which would affect areas containing residential or other noise-sensitive land uses, noise levels generated by the proposed use shall not exceed the performance standards contained within Table VIII-3.

VII.E.4. Prior to approval of a residential development or other noise-sensitive land use in a noise-impacted area, an acoustical analysis shall be required. The acoustical analysis shall:

- a. Be the responsibility of the applicant.
- b. Be prepared by a qualified person experienced in the fields of environmental noise assessment and architectural acoustics.
- c. Include representative noise level measurements with sufficient sampling periods and locations to adequately describe local conditions.
- d. Include estimated noise levels in terms of L_{dn} and/or the standards of Table VIII-3 for existing and projected future (20 years hence) conditions, with a comparison made to the adopted policies of this section.
- e. Include recommendations for appropriate mitigation to achieve compliance with the policies and standards of this section. Where the noise source in question consists of intermittent single events, the report must address the effects of maximum noise levels in sleeping rooms in terms of possible sleep disturbance.
- f. Include estimates of noise exposure after the prescribed mitigation measures have been implemented. If compliance with the adopted standards and policies of this section will not be achieved, acoustical information to support a statement of overriding consideration for the project must be provided.
- g. Include a proposed method to evaluate the effectiveness of noise mitigation measures and to determine compliance with the appropriate noise standards after the project has been completed.

The City shall develop and employ procedures to ensure that conditions imposed pursuant to the findings of the acoustical analysis are implemented as part of the project review and building permit processes.





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TABLE VIII-3
(Table II-4 from the *General Plan Policy Document*)

**NOISE LEVEL PERFORMANCE STANDARDS
FOR NEW PROJECTS AND DEVELOPMENTS**

Noise created by locally-regulated noise sources associated with new projects or developments shall be controlled so as not to exceed the noise level standards set forth below as measured at any affected residentially designated land or land use situated in either the incorporated or unincorporated areas. New residential development shall not be allowed where the ambient noise level due to locally-regulated noise sources will exceed the noise level standards set forth below.

Exterior Noise Level Standards, dBA

Category	Cumulative Number of minutes in any one-hour time period	Daytime 7.a.m. to 10 p.m.	Nighttime 10 p.m. to 7 a.m.
1	30	50	45
2	15	55	50
3	5	60	55
4	1	65	60
5	0	70	65

Note: Each of the noise level standards specified above shall be reduced by 5 dBA (e.g., 50 to 45) for simple tone noises, noises consisting primarily of speech or music, or for recurring impulsive noises.

- VII.E.5. Noise level criteria applied to land uses other than residential or other noise-sensitive uses shall be consistent with the standards in Figure II-2 (of the *General Plan Policy Document*) and with any specific performance standards adopted by ordinance.
- VII.E.6. The City shall enforce the State Noise Insulation Standards (*California Administrative Code*, Title 24) and Chapter 35 of the *Uniform Building Code* (UBC). Title 24 requires that an acoustical analysis be prepared for all new developments of multi-family dwellings, condominiums, hotels and motels proposed for areas within the 60 dB L_{dn} contour of a major noise source for the purpose of documenting that an acceptable interior noise level of 45 dB L_{dn} or below will be achieved. UBC Chapter 35 requires that common wall and floor/ceiling assemblies within multi-family dwellings comply with minimum standards for the transmission of airborne sound and structure-borne impact noise.
- VII.E.7. Noise mitigation measures shall be required for all new residential developments adjacent to the Southern Pacific railroad main line, I-80, Business 80, and SR 275.
- VII.E.8. Proposed schools, preschools, and day care centers shall be required to demonstrate that children's outdoor play areas are adequately shielded or set back from adjacent residential developments to ensure compliance with the performance standards contained within Table VIII-3.

VII.E.9. The City shall actively enforce existing sections of the *California Vehicle Code* relating to adequate vehicle mufflers and modified exhaust systems.

VII.E.10. New equipment and vehicles purchased by the City shall comply with noise level performance standards consistent with the best available noise reduction technology.

VII.E.11. The City shall adopt a noise control ordinance to regulate existing noise sources.

3. Impacts

The *General Plan* includes policies, standards, and programs to avoid noise-related impacts from existing uses and new development. The impact of the *General Plan* on noise conditions would, therefore, be less than significant.

4. Mitigation Measures

None required.

CHAPTER IX

MANDATORY CEQA SECTIONS

A. INTRODUCTION

The California Environmental Quality Act and the *State CEQA Guidelines* require that environmental impact reports include discussion of the following issues:

- Alternatives to the proposed action (*CEQA Guidelines* §15126 (d))
- The relationship between local short-term uses of man's environment and the maintenance and enhancement of long-term productivity (*CEQA Guidelines* §15126 (e))
- Any significant irreversible environmental changes which would be involved in the proposed action should it be implemented (*CEQA Guidelines* §15126 (f))
- Growth inducing impact of the proposed action (*CEQA Guidelines* §15126 (g))
- Cumulative impacts (*CEQA Guidelines* §15130)

B. ALTERNATIVES

Existing County Plans

As a newly incorporated city, the City of West Sacramento is preparing its first general plan. As an interim guide for land use decisions while it prepares its general plan, the City of West Sacramento in August 1987 adopted the Land Use Element of the *East Yolo General Plan* and the *Southport Area Plan*, both of which are documents originally prepared and adopted by the County of Yolo long before West Sacramento's incorporation.

The Land Use Element of the *East Yolo General Plan* proposes a land use pattern that in many ways is similar to that proposed in the General Plan (the *East Yolo General Plan* is described in Chapter I of the *General Plan Background Report*). There are, however, some notable differences: the *East Yolo General Plan* includes slightly less residential development, approximately half as much commercial development, and approximately 50 percent more industrial development than the final *General Plan*. Based on the land uses proposed, the County plan estimates a buildout population of 81,182 residents, a total housing stock of 28,720 dwelling units, and an employment base of 47,375 employees. By comparison, the new *General Plan* provides for an estimated buildout population of approximately 79,900 residents, a total housing stock of 31,624, and an employment base of approximately 66,500 employees.

The *Southport Area Plan*, which is described in Chapter I of the *General Plan Background Report* is very similar to the proposals contained in the Land Use Element of the *East Yolo County General Plan*.

In many respects, these two County plans would have very similar environmental implications to those associated with the final *General Plan*. The final *General Plan*, however, contains many more policies and programs to address potentially adverse environmental implications of new development.

Issues and Options Report

As part of the General Plan preparation process, the City of West Sacramento prepared and considered a General Plan *Issues and Options Report*. This report identified what the consultants believed to be the most critical issues to be addressed in the new general plan. These included such issues as the amount and mix of new development, the rate of development, vegetation and habitat management, recreation development, historic preservation, and specific geographic areas. For each of 31 issues (including both topical areas and geographic areas) the report identified two or more options. The *Issues and Options Report* evaluated each of these options in qualitative terms.

Based on public comment, the recommendations of the Planning Commission, and the City Council's own review, the City Council selected one or more preferred options for each issue. These preferences were used as the basis for preparing the *General Plan*.

As a practical matter, because of the comprehensive nature of the general plan, there are an infinite number of possible alternatives to the *General Plan* as proposed. For most policies in the plan, there is at least one alternative, and for many, if not most, individual parcels of land, there is at least one feasible alternative land use designation. The evaluation of the impacts of all these alternatives and their many combinations is simply not feasible.

Draft General Plan

Based on decisions made by the City Council on the *Issues and Options Report*, the Consultants and City staff developed the *Draft General Plan*, which was subsequently the subject of extensive public review. The *Draft General Plan* was similar in many respects to the final *General Plan* (see Appendix G for a statistical comparison).

Based on the land uses proposed, the *Draft General Plan* provided for a buildout population of 75,000 residents, a total housing stock of approximately 29,750 dwelling units, and an employment base of approximately 81,000 employees.

In many respects, the *Draft General Plan* would have very similar environmental impacts to those associated with the final *General Plan*. The final *General Plan*, however, provides for a better jobs-housing balance and contains more policies and programs to address potentially adverse implications of new development.

No Project Alternative

State law requires that each city and county adopt a general plan within 30 months of incorporation. Thus, if the City of West Sacramento does not adopt a new general plan, it has no legal basis for approving new development. While the failure of West Sacramento to adopt a new general plan would constitute the "no project" alternative, this alternative would violate state law and is not feasible or realistic.

Other Alternatives

On a more general level, an alternative to the *General Plan* is the designation of less land for urban development. This alternative would reduce demands for public services and facilities and minimize potential conflicts between urban development and environmental resources. However, since no land beyond the city limits is proposed for development within the time frame of the

General Plan, this alternative really only addresses the timing of the development. It is assumed that eventually -- some time beyond the time frame of the *General Plan* (2010) -- virtually all land within the city limits will be urbanized.

Another alternative is a general plan providing for land use mix with less land devoted to employment-generating uses, such as commercial, industrial, and office uses, and more land devoted to residential uses. This alternative would better balance jobs and housing and perhaps reduce in-commuting to West Sacramento employment centers.

C. SHORT-TERM VERSUS LONG-TERM USES

A general plan must by law be comprehensive and long-term. As a practical matter, an EIR on a comprehensive general plan is an assessment of the long-term cumulative impacts of development. The plan provides a framework for making trade-offs among competing values and interests. It also sets out policies and programs to address the potentially adverse effects of new development.

As noted earlier in this EIR, schools, agricultural land conversion, and regional air quality are the three areas in which the plan does not fully mitigate identified impacts. The conversion of agricultural land is a long term commitment, while school overcrowding and regional air quality problems can ultimately be solved.

D. SIGNIFICANT IRREVERSIBLE ENVIRONMENTAL CHANGES

The *General Plan* would commit most of the land area of West Sacramento to urban uses. This is a permanent change, but is not considered in itself an adverse impact. The conversion of *agricultural* land to urban use is, however, considered a significant, permanent adverse impact, which cannot be mitigated except by designating less land for urban uses. All of the land covered by the *General Plan*, however, is incorporated, and it is assumed that it will be urbanized eventually.

Except for the conversion of agricultural land, none of the secondary impacts of increased urbanization is considered irreversible.

E. GROWTH-INDUCING IMPACTS

A general plan which proposes future development is by definition "growth-inducing." The plan, however, attempts to address all the potentially adverse implications of this growth through policies, programs, and proposals for adequate infrastructure, promotion of a reasonable balance between jobs and housing, and protection of environmentally-sensitive resources.

F. CUMULATIVE IMPACTS

As a practical matter, an EIR on a comprehensive general plan is an assessment of the cumulative impacts of development. The plan provides a framework for making tradeoffs among competing values and interests. It also sets out policies and programs to address the potentially adverse cumulative effects of new development.

This *EIR* assesses the environmental effect of full buildout of the *General Plan*, which includes projects that are approved and proposed. The following list identifies those projects in West Sacramento that have already been approved or that are currently being considered by City. The environmental documents for those previously-approved projects are incorporated by reference in this EIR.

Project Name	Acreage	Status of EIR	Date
Southport Industrial Park	670 acres	Certified	August 30, 1983
Sammis Business Center	47 acres	Certified	January 14, 1984
Rose Orchard Industrial Park	380 acres	Certified	September 13, 1983
Lighthouse Marina	270 acres	Certified	May 20, 1986
RiverPoint Development	134 acres	Certified	February 1, 1989
Broderick Reuse Area (Including Raley's Landing)	190 acres	Certified	May 6, 1986
Ramos Marina	14 acres	Draft EIR anticipated	May 1990
Port of Sacramento	504 acres	Draft EIR anticipated	November 1990
Unocal Modification	20 acres	Draft EIR anticipated	June 1990

In addition to projects and plans for development *within* West Sacramento, development in the areas adjacent to the city is addressed in the general plans of neighboring jurisdictions. Following are brief synopses of the general plans for Yolo and Sacramento Counties and the Cities of Sacramento and Davis.

Yolo County General Plan

Yolo County covers just over 1,000 square miles (including the cities of Davis, Woodland, Winters, and West Sacramento). The county had an estimated 137,000 residents in 1989, with only 22,000 of these living outside of incorporated cities. The current *Yolo County General Plan* was adopted in July 1983 and covers the unincorporated areas immediately to north, south, and west of West Sacramento. It incorporates by reference several plans and elements, the most important of which with respect to West Sacramento are the 1982 Clarksburg Community Area Plan, which addresses the area to the south of West Sacramento, and the Davis Urban Area Plan, which covers the areas north and west of West Sacramento. Both of these plans designate the land adjacent to West Sacramento for agricultural or open space uses.

Neither the Clarksburg Community Area Plan nor the Davis Urban Area Plan has been updated since West Sacramento's incorporation in 1987, and the County has no plans to update these plans in the near future.

Sacramento County General Plan

Including its four incorporated cities (Folsom, Isleton, Galt, and Sacramento), Sacramento County covers approximately 990 square miles immediately across the Sacramento River from West Sacramento. The county's 1989 population was approximately 990,000, with approximately 615,000 of these residents living in the county's unincorporated area. Sacramento County's current general plan was adopted in July 1982. The County is in the process of preparing a comprehensive update of its plan and expects this update to be completed by early 1991. The 1991 update anticipates an additional 300,000 residents in its unincorporated area by year 2010.

City of Sacramento General Plan

The 96-square mile city of Sacramento lies directly across the Sacramento River from West Sacramento and had an estimated total population of approximately 340,000 in 1989. The Sacramento City Council adopted its current general plan in January 1988. The 1988 General Plan anticipates a total population of approximately 525,000 residents by the year 2016, an increase of approximately 185,000.

While the cities of Sacramento and West Sacramento have no common land border (the Sacramento River constitutes the boundary), their land use plans and policies have important implications for one another. As it concerns West Sacramento, the most significant aspects of the City of Sacramento's General Plan are those dealing with planned land uses immediately across the river and, indeed, those on the river itself.

Sacramento's General Plan identifies eleven community planning subareas, the most relevant of which as far as West Sacramento is concerned are North Natomas, South Natomas, and the Central City. These areas are located directly across the Sacramento River from West Sacramento and have been identified for significant growth and/or change according to Sacramento's General Plan. Two other community subareas, Land Park and Pocket, are also located directly across the river from West Sacramento, but are not slated for significant future growth or change. These two primarily residential areas, which lie opposite the largely agricultural and rural Southport area of West Sacramento, amplify the contrasting development patterns which have evolved on the respective sides of the river, with urban development extending much farther south on the Sacramento.

The North and South Natomas areas are slated to absorb dramatic population growth over the life of the plan (through 2016), with an expected increase of over 93,000 residents. To accommodate these new residents, about 23,500 new housing units are expected to be built in these areas. South and North Natomas are also expected to see the creation of an additional 90,000 jobs in new commercial and industrial developments.

While Sacramento's Central City will not experience the same level of growth as the Natomas communities, it is expected to undergo qualitative changes, specifically intensification of existing uses. Several proposals for development of new office and commercial buildings in downtown Sacramento would change the basic complexion of the area.

Because so much of Sacramento's future development will occur so close to West Sacramento and because the two cities share the same general residential, commercial, and industrial development markets, any land use decisions made by the City of West Sacramento need to consider the development planned in Sacramento.

City of Davis General Plan

Although West Sacramento does not share any common borders with Davis, land use decisions made by the City of Davis will have some effect on West Sacramento, particularly since the City of West Sacramento has formally requested that the unincorporated area immediately west of the Yolo Bypass be included in its sphere of influence.

The City of Davis adopted its current general plan in December 1987. The plan projects a Planning Area holding capacity of 74,725 residents (67,793 in households) and 29,429 housing units. As of October 1987, the Davis Planning Area, which covers the existing city limits (about seven square miles) along with about 77 square miles of surrounding, mostly agricultural land, had 45,457 residents (in households) and 19,523 housing units. The plan anticipates an additional 22,336 residents and 9,906 housing units by the year 2010, increases of 25.1 and 33.6 percent, respectively.

The unincorporated portion of the Davis Planning Area located immediately to the west of the Bypass is identified by the Davis General Plan for future agricultural uses. This area is the only part of the Davis plan which might have a bearing on the West Sacramento General Plan, since it is included in the sphere of influence request that the City of West Sacramento submitted to the Yolo County LAFCO.

APPENDIX A

CEQA COMPLIANCE

This appendix describes where each of the issues required to be included in an EIR is addressed in the various *General Plan* documents. The following abbreviations are used in the table below:

GPBR	<i>General Plan Background Report</i>
GPIOR	<i>General Plan Issues and Options Report</i>
GPPD	<i>General Plan Policy Document</i>
GPEIR	<i>General Plan EIR</i>
GPFA	<i>General Plan Fiscal Analysis</i>
MPFA	<i>Major Projects Financing Analysis</i>

CEQA GUIDELINES REQUIREMENTS

DOCUMENT

CHAPTER/SECTION

Table of Contents (§15122)	GPEIR	
Summary (§15123)	GPEIR	Chapter I
Project Description (§15124)	GPEIR	Chapter I
	GPPD	Entire Document
Environmental Setting (§15125)	GPBR	Entire Document
Significant Environmental Effects (§15126 (a))	GPEIR	Chapters III-VIII
Significant Unavoidable Effects (§15126 (b))	GPEIR	Chapters III-VIII
Mitigation Measures (§15126 (c))	GPEIR	Chapters III-VIII
Alternatives (§15126 (d))	GPEIR	Chapter IX
	GPIOR	Entire Document
Long-term Versus Short- Term (§15126 (e))	GPEIR	Chapter IX
Significant Irreversible Changes (§15126 (f))	GPEIR	Chapter IX
Growth-Inducing Impacts (§15126 (g))	GPEIR	Chapter IX
Effects Not Found to be Significant (§15128)	GPEIR	Chapter III-VIII
Organizations and Person Consulted (§15129)	GPEIR	Appendix B
Cumulative Impacts (§15130)	GPEIR	Chapter IX
Economic and Social Effects (§15131)	GPEIR	Chapters III-V
	GPFA	Entire Document
	MPFA	Entire Document

APPENDIX B

REPORT PREPARATION

J. Laurence Mintier & Associates

J. Laurence Mintier	Project Management
Robert Lagomarsino	EIR Coordination, Land Use, Housing, Population Transportation (excluding streets and roads)
Lucinda Willcox	Public Facilities and Services (excluding water, sewer, and drainage)
Randy Chafin	Recreation and Cultural Resources, Health and Safety
Scott Olson	Graphics
David Dillon	Word Processing

Jones & Stokes Associates

Ron Bass	Project Administrator
Nick Dennis	Project Management Water Resources Soil and Agricultural Resources
James Jokerst	Biological Resources
Edward Beedy	Biological Resources
Don Ballanti	Air Resources
Julia Schpak	Water Resources

Nolte and Associates

Dave Anderson	Project Management Sewer
Tom Garcia	Drainage
Jeff Pelz	Water

Omni-Means

Tom Brinkman	Project Management Streets and Roads
John Gibb	Streets and Roads

Brown-Buntin Associates

Jim Buntin	Project Management
Paul Bollard	Noise
Jim Brennan	Noise

APPENDIX B REPORT PREPARATION

1. Executive Summary & Introduction

Project Description	Project Location
Project Purpose and Need	Project Justification
Project Alternatives	Project Schedule
Project Impacts	Project Mitigation
Project Monitoring	Project Conclusion

2. Project Description

Project Location	Project Schedule
Project Purpose and Need	Project Justification
Project Alternatives	Project Schedule
Project Impacts	Project Mitigation
Project Monitoring	Project Conclusion

3. Project Impacts

Project Location	Project Schedule
Project Purpose and Need	Project Justification
Project Alternatives	Project Schedule
Project Impacts	Project Mitigation
Project Monitoring	Project Conclusion

4. Project Mitigation

Project Location	Project Schedule
Project Purpose and Need	Project Justification
Project Alternatives	Project Schedule
Project Impacts	Project Mitigation
Project Monitoring	Project Conclusion

5. Project Monitoring

Project Location	Project Schedule
Project Purpose and Need	Project Justification
Project Alternatives	Project Schedule
Project Impacts	Project Mitigation
Project Monitoring	Project Conclusion

APPENDIX C

BIBLIOGRAPHY AND LIST OF PERSONS CONSULTED

The following citations represent references consulted specifically for preparation of the *Draft* and the *Final EIR*. The *General Plan Background Report* also includes bibliographic and personal contact sources which are implicitly referenced in this document.

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- West Sacramento, City of, *Master Sewerage Plan*, URS Corporation, Sacramento, California, October 1987.
- Yolo,County of, *Drainage Standards*

PERSONS CONSULTED

- Alberti, Del, Superintendent, Washington Unified School District
- Berger, Bill, Deputy City Manager, City of West Sacramento
- Gibson, Harry, Acting Director, City of West Sacramento Community Development Department
- Goeden, Joseph, City Manager, City of West Sacramento
- Gossett, Larry, Director, City of West Sacramento Public Works Department
- Hulse, Jeff L.B. (Ben), Former Director, City of West Sacramento Community Development
- Iannone, Al, City of West Sacramento Fire Chief

Kalar, Barry, Chief, West Sacramento Police Department

Maguire, John, City Engineer, City of West Sacramento Public Works Department

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Richardson, Carol, Assistant City Manager, City of West Sacramento

Rikala, Steve, Senior Planner, City of West Sacramento Community Development Department

Sawitzky, Ken, Jr., Battalion Chief, West Sacramento Fire Department

Stevens, Mary, County Librarian, County of Yolo

Wright, Rollie, Director, City of West Sacramento Parks and Community Services Department

APPENDIX D

ASSUMPTIONS FOR BUILDOUT CALCULATIONS

1. Lighthouse Marina

295.50 acres

Assume buildout distribution as shown in *Lighthouse Marina EIR* (March 1986), including 800 boat slips.

Existing golf course is 75 acres; 7 more will be added.

Existing apartments will remain.

76 Housing Authority units will be lost within the time frame of the General Plan.

2. Old Broderick/Bryte

672.32 acres

The 44-acre Bryte Park/WUSD site will be split approximately two-thirds RP and one-third PQP.

Assume Glen West subdivision (two blocks bounded by Lisbon, Todhunter, Anna and Bryte) will build out to 40 units.

Assume PQP at northwest corner of Sacramento and Kagle (50,000 square-foot police/fire building).

Designate existing park site on northern side of Sacramento Avenue east to Riverbend shopping center as CC, but assume park use for buildout.

3. Riverpoint Business Park

134.00 acres

34-acre area north of Reed is designated as BP.

100-acre area south of Reed is designated GC.

Assumes 20 percent reduction in gross developable acreage to account for streets and roads.

4. Riverside Industrial

335.28 acres

Area west of Stillwater is designated MCI.

Assumes 20 percent reduction in gross developable acreage to account for streets and roads.

5. California Highway Patrol Academy/Public

461.22 acres

According to estimates provided by the CHP, approximately 200,000 square feet of office and 50,000 square feet of warehousing will be developed within the time frame of the General Plan. This space will accommodate the consolidation of the CHP's operations in the Sacramento Area.

6. Broderick Reuse Area

107.95 acres

Assume full buildout within time frame of General Plan, except for Welcome Grove Lodge and Mobilehome park (No new development potential is assigned to these sites).

Assume that the 64-unit apartment complex (on the block bounded by "G," 4th, West Capitol, and 5th) will be replaced by offices.

Historic residential area will be designated MR, but will be preserved; the rest of the residential area will be HR.

Assume some recycling of existing commercial uses and replacement of residential uses by commercial uses in the CC-designated area.

Assume existing police station will be replaced by RMU (station operations to relocate to new facility at northwestern corner of Sacramento and Kegle).

All new office uses along West Capitol will be developed under the RMU designation; assume FAR of 3.0 for new office uses.

7. Raley's Landing

23.30 acres

Entire area is designated RMU.

Assume uses and square footage per *Revised Master Plan for Subarea A-1* (October 1987). The acreage is assumed to be evenly distributed among the four designations on the site.

8. Iron Triangle

88.96 acres

Assume further GC development potential at southern corners of Jefferson and F Street; northern corners are already developed.

Assume that trucking terminals will eventually leave the area, but that there will continue to be uses with some truck-related activity.

Assume full buildout within time frame of plan.

9. Central Business District

141.91 acres

Assume land use distribution according direction set by Scenario I of the *CBD Study*.

Accordingly, the northern side of the eastern end of West Capitol will be low-rise offices (assumed buildout FAR of 1.0) and the block at the southeastern corner of West Capitol and Jefferson will have pedestrian-oriented commercial uses (assume buildout FAR of 0.50).

The frontage along West Capitol west of Jefferson and along Merkley will be CC, except for the block bounded by West Capitol, Westacre, Merkley, and Poplar, which will be HR, and the block bounded by West Capitol, Poplar, Merkley, and Sycamore, which will be NC. (Note: It is assumed that CBD office development will also have groundfloor commercial uses, but no commercial buildout has been assigned to such uses.)

Assume motels other than the El Rancho and the Vacation Inn will recycle, but Casa Mobile Park will remain.

10. North West Capitol

438.81 acres

Assume all existing industrial uses will remain and most residential uses in industrially-

designated areas will be replaced by industrial uses.

Assume that CC-designated areas will recycle completely, with new uses intensifying existing uses by 25 percent.

Assume that GC-designated areas will recycle completely, with new uses intensifying existing uses by 40 percent.

11. South West Capitol

218.53 acres

Assume that motels and low-intensity uses along the southern side of West Capitol at eastern end of area will be replaced by CC uses. While multi-family residential development will be allowed in this area, none has been assumed for buildout purposes. There is no estimate of how many hotel rooms will be lost through recycling.

Assume that the area fronting the north side of Evergreen east of Johnson will be developed with HR uses.

Southeastern corner of Harbor and Evergreen (Tenco) will be redesignated HSC with an assumed intensification of 30 percent.

12. West West Capitol

239.20 acres

Assume development per proposed Roadway project.

Assume 50 percent intensification of existing underutilized industrial uses on the southern side of West Capitol.

Bypass on the north of West Capitol will retain its AG designation.

13. Tower to Pioneer

148.12 acres

Entire area is designated RMU.

Assume land uses currently proposed in site plans prepared by coalition of area property owners.

Assume 25 percent buildout for offices and 50 percent for other uses within time frame of plan. (It is conceivable that this area will develop more rapidly.)

Assume FAR of 3.0 for "mid-rise" office, 5.0 for "high-rise" office, 0.40 for BP, and 0.25 for CC.

Assume railroad tracks in the area will be removed.

14. Pioneer to Canal

134.47 acres

Entire area is designated RMU.

Assume all existing uses will remain through the time frame of the General Plan.

Assume buildout of vacant industrial land in light industrial uses.

Assume buildout of proposed Ramos Marina (WRC designation), including 236 boat slips and 64,000 square feet of associated harbor facilities and offices (Draft Proposed Revision to PD-17, June 1988).

15. Residential West Sacramento

355.03 acres

Assume limited infill residential and commercial development potential on currently-vacant parcels. Commercial along 15th west of Jefferson is designated NC.

SSC (Special Study Corridor) is used along west side of Jefferson between 15th and Stone; uses to be determined as part of separate effort, with no new uses projected for buildout purposes.

16. Central Port Industrial

242.96 acres

Assume buildout of vacant parcels per FARs (actual square footage totals unavailable for approved projects).

Assume full buildout within time frame of General Plan.

17. Port of Sacramento (North)

740.00 acres

Assume 50 percent buildout of remaining vacant land during General Plan time frame (approximately 250,000 square feet of warehousing and various water-related industrial facilities, according to estimates of Port officials).

Assume buildout of 84,000 square-foot warehouse on recently-designated foreign trade zone site.

18. Port Sacramento Industrial Park

789.29 acres

Assume 1,000,000 square feet for the new Post Office facility.

Use PSLC/Panattoni square footage numbers for BP project for northern area south of freeway.

Assume KOA campground will recycle to HSC.

Eastern levee of Yolo Bypass is designated OS.

19. Port of Sacramento (South)

410.00 acres

Assumes 20 percent reduction in gross developable acreage to account for streets and roads.

20. Newport

1,020.67 acres

All undeveloped land, except for commercially-designated areas and already-subdivided LR areas, is designated PR at 6 du/acre average density (assume 4.8 du/acre for purposes of buildout).

Linden West, Linden Acres, and Our Lady of Grace School will remain unchanged.

Assume Federal land south of the locks will be developed as a large park.

Assumes 20 percent reduction in gross developable CC acreage to account for streets and roads.

RMU-designated area is assumed to be evenly-divided among Community Commercial (CC), Business Park (BP), and High Density Residential (HR) for purposes of calculating buildout potential. The buildout calculations, therefore, reflect development potential under these designations, not under RMU.

21. Southport Industrial Park

671.36 acres

Assume land use distribution as proposed in Project Summary from PIP (June 1988).

Assume full buildout within time frame of General Plan.

Assumes 20 percent reduction in gross developable acreage to account for streets and roads.

22. Bayside Land and Development

310.00 acres

Assume land use distribution as proposed by Bayside Land and Development Company (June 7, 1989).

23. Southport

4,384.21 acres

Assume that residentially-developed parcels of two acres or smaller in PR-designated areas will remain; these parcels have, therefore, not been assigned new development potential.

RMU-designated area is assumed to be evenly-divided between Community Commercial (CC) and Business Park (BP) for purposes of calculating buildout potential. The buildout calculations, therefore, reflect development potential under these designations, not under RMU.

FINAL GENERAL PLAN BUILDOUT CALCULATIONS

FINAL WEST SACRAMENTO GENERAL PLAN BUILDOUT CALCULATIONS										
4/2/90						Commercial/ Industrial	Hotel/Motel			
GP Desig.	Area Total Acres	Existing Units	New Units	Lost Units	Total Units	New Square Feet	Existing Rooms	New Rooms	Lost Rooms	Total Rooms

1. LIGHTHOUSE MARINA (Designated entirely RMU on map)

LR	54.60		192		192					
MR	4.80	76	53	-76	53					
HR	7.00	82	141		223					
HRR	35.00		1,495		1,495					
CC	10.10					380,000				
RMU	8.90							500		
WRC	34.40					54,000				
O	8.80					200,000				
RP	101.30									
OS	30.60									
Total	295.50	158	1,881	-76	1,963	634,000		500		

2. OLD BRODERICK/BRYTE

LR	335.06	2,144	109		2,253					
MR	101.30	563	76		639					
HR	37.84	431	215		646					
NC	4.64	13			13	18,948				
CC	20.50	15			15	123,755				
GC	9.42	37			37	18,696				
PQP	77.63	1			1	50,000				
OS	46.35									
RP	39.58									
Total	672.32	3,204	400		3,604	211,399				

3. RIVERPOINT BUSINESS PARK

GC	100.00					696,960				
BP	34.00					355,450				
Total	134.00					1,052,410				

4. RIVERSIDE INDUSTRIAL

HSC	8.02					69,835				
LI	16.87					183,736				
HI	35.47					257,102				
MCI	274.92					2,395,103				
Total	335.28					2,905,776				

FINAL WEST SACRAMENTO GENERAL PLAN BUILDOUT CALCULATIONS										
4/2/90						Commercial/ Industrial				
Area		Housing					Hotel/Motel			
GP Desig.	Total Acres	Existing Units	New Units	Lost Units	Total Units	New Square Feet	Existing Rooms	New Rooms	Lost Rooms	Total Rooms

5. CHP/PUBLIC

PQP	461.22					250,000				
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6. BRODERICK REUSE AREA

MR	12.15	155	29	-35	149					
HR	53.02	517	853	-351	1,019					
CC	9.66	12		-5	7	28,084				
O	21.70	156		-78	78	1,107,248				
OS	5.85	27			27					
PQP	5.58									
Total	107.95	867	882	-469	1,280	1,135,332				

7. RALEY'S LANDING (Designated entirely RMU on map)

HR	5.83		218		218					
CC	5.83					46,000				
O	5.83					945,000				
RMU	5.83							428		428
Total	23.30		218		218	991,000		428		428

8. IRON TRIANGLE

GC	14.04					93,780				
LI	74.92					302,698				
Total	88.96					396,478				

9. CENTRAL BUSINESS DISTRICT (Designated entirely CBD on map)

MR	16.76	170			170					
HR	11.15	99	182		281		139		-139	
CC	61.12					370,215	370		-370	
HSC	15.68						288			288
O	12.24					492,970	145		-145	
PQP	20.09									
RP	4.87	5		-5			40		-40	
Total	141.91	274	182	-5	451	863,185	982		-694	288

FINAL WEST SACRAMENTO GENERAL PLAN BUILDOUT CALCULATIONS										
4/2/90						Commercial/				
Area		Housing				Industrial	Hotel/Motel			
GP Desig.	Total Acres	Existing Units	New Units	Lost Units	Total Units	New Square Feet	Existing Rooms	New Rooms	Lost Rooms	Total Rooms

10. NORTH WEST CAPITOL

LR	76.08	573			573					
MR	88.66	564	48		612					
HR	9.89	311			311					
CC	15.77	27			27	42,944				
GC	9.10					31,695				
LI	90.45	359		-132	227	404,516				
HI	133.02	40		-40		426,798				
PQP	11.69									
OS	4.15									
Total	438.81	1,874	48	-172	1,750	905,953				

11. SOUTH WEST CAPITOL

LR	51.09	358			358					
HR	41.31	573	180	-17	736					
CC	39.32	186		-186		316,029				
GC	21.61	32			32					
HSC	4.48					14,636				
LI	52.04					143,584				
PQP	2.29									
RP	3.01									
OS	3.39									
Total	218.53	1,149	180	-203	1,126	474,249				

12. WEST WEST CAPITOL

HSC	10.13					28,760				
MCI	39.11					212,958				
LI	43.01					204,315				
HI	58.17					578,357				
PQP	0.68									
OS	4.57									
AG	83.53									
Total	239.20					1,024,390				

FINAL WEST SACRAMENTO GENERAL PLAN BUILDOUT CALCULATIONS										
4/2/90						Commercial/				
Area		Housing				Industrial	Hotel/Motel			
GP Desig.	Total Acres	Existing Units	New Units	Lost Units	Total Units	New Square Feet	Existing Rooms	New Rooms	Lost Rooms	Total Rooms

13. TOWER TO PIONEER (Designated entirely RMU on map)

HR	11.78		118		118					
CC	32.21					140,307				
O	62.90					2,136,357				
BP	28.20					147,407				
RP	13.03									
Total	148.12		118		118	2,424,071				

14. PIONEER TO CANAL (Designated RMU on map)

WRC	11.39					64,000				
HI	107.81					79,301				
PQP	15.28									
Total	134.47					143,301				

15. RESIDENTIAL WEST SACRAMENTO

LR	231.99	1,493	8		1,501					
NC	1.22	3			3	6,665				
CC	22.56	35			35	13,389				
GC	6.36					5,241				
PQP	80.25									
RP	8.65									
SSC	4.00	19			19					
Total	355.03	1,550	8		1,558	25,295				

16. CENTRAL PORT INDUSTRIAL

HSC	5.64									
O	41.38					237,314				
LI	39.06					77,308				
HI	156.89					90,844				
Total	242.96					405,466				

17. PORT OF SACRAMENTO (NORTH)

WRI	400.00					334,000				
OS	340.00									
Total	740.00					334,000				

FINAL WEST SACRAMENTO GENERAL PLAN BUILDOUT CALCULATIONS										
4/2/90						Commercial/				
	Area	Housing				Industrial	Hotel/Motel			
GP Desig.	Total Acres	Existing Units	New Units	Lost Units	Total Units	New Square Feet	Existing Rooms	New Rooms	Lost Rooms	Total Rooms

18. PORT SACRAMENTO INDUSTRIAL PARK

MR	27.74	241			241					
BP	43.33					546,960				
HSC	26.39					76,099				
HI	439.60					2,517,747				
WRI	161.25					423,392				
PQP	5.04									
OS	85.95									
Total	789.29	241			241	3,564,198				

19. PORT OF SACRAMENTO (SOUTH)

BP	60.00					522,720				
HI	85.00					740,520				
WRI	130.00					1,132,560				
RP	85.00									
OS	50.00									
Total	410.00					2,395,800				

20. NEWPORT

LR	89.59	176	110		286					
HR	34.87		267							
PR	624.20	17	2,939		2,956	135,954				
CC	142.50	3		-3		1,135,226				
BP	34.87					364,504				
PQP	11.96									
RP	82.70									
Total	1,020.67	196	3,316	-3	3,242	1,635,684				

21. SOUTHPORT INDUSTRIAL PARK

CC	15.00					130,680				
LI	41.55					361,940				
HI	357.00					3,110,184				
WRI	257.82					2,246,084				
Total	671.36					5,848,888				

FINAL WEST SACRAMENTO GENERAL PLAN BUILDOUT CALCULATIONS										
4/2/90						Commercial/ Industrial	Hotel/Motel			
Area		Housing								
GP Desig.	Total Acres	Existing Units	New Units	Lost Units	Total Units	New Square Feet	Existing Rooms	New Rooms	Lost Rooms	Total Rooms

22. BAYSIDE LAND AND DEVELOPMENT (All residential uses designated PR on map)

LR	192.00		960		960					
MR	42.50		298		298					
HR	22.00		440		440					
NC	5.00					43,560				
CC	15.00					130,680				
PQP	15.00									
RP	18.50									
Total	310.00		1,698		1,698	174,240				

23. SOUTHPORT

RR	258.95	238	38		276					
LR	192.45	723	291		1,014					
MR	75.04	207	333		540					
HR	48.93	259	807		1,066					
PR	2,403.24	155	11,022		11,177	510,237				
NC	9.06					87,806				
CC	33.87					370,674				
GC	16.73	6			6	49,894				
WRC	5.91									
BP	20.00					209,088				
PQP	15.80									
RP	12.55									
OS	36.97									
AG	1,254.71	29			29					
Total	4,384.21	1,617	12,491		14,108	1,227,699				

FINAL WEST SACRAMENTO GENERAL PLAN BUILDOUT CALCULATIONS										
4/2/90						Commercial/ Industrial	Hotel/Motel			
GP Desig.	Area Total Acres	Existing Units	New Units	Lost Units	Total Units	New Square Feet	Existing Rooms	New Rooms	Lost Rooms	Total Rooms

CITYWIDE TOTALS

RR	258.95	238	38		276					
LR	1,222.86	5,467	1,670		7,137					
MR	368.95	1,976	837	-111	2,702					
HR	283.61	2,272	3,421	-368	5,058		139		-139	
HRR	35.00		1,495		1,495					
PR	3,027.44	172	13,961		14,133	646,191				

NC	19.93	16			16	156,979				
CC	423.43	278		-194	84	3,227,983	370		-370	
HSC	70.34					189,330	288			288
WRC	51.70					118,000				
GC	177.25	75			75	896,266				
O	152.84	156		-78	78	5,118,889	145		-145	
BP	220.39					2,146,129				

MCI	314.03					2,608,061				
LI	357.90	359		-132	227	1,678,097				
HI	1,372.95	40		-40		7,800,853				
WRI	949.06					4,136,036				

CBD										
RMU	14.73							928		428

PQP	722.50	1			1	300,000				
RP	369.20	5		-5			40		-40	
OS	607.83	27			27					
AG	1,338.24	29			29					
SSC	4.00	19			19					

Total	12,363.09	11,130	21,422	-928	31,357	29,022,814	982	928	-694	716
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APPENDIX F

AIR QUALITY METHODOLOGY AND ASSUMPTIONS

I. CALINE-4 MODELING

The CALINE-4 model is a fourth-generation line source air quality model that is based on the Gaussian diffusion equation and employs a mixing zone concept to characterize pollutant dispersion over the roadway (1). Given source strength, meteorology, site geometry and site characteristics, the model predicts pollutant concentrations for receptors located within 150 meters of the roadway. The CALINE-4 model allows roadways to be broken into multiple links that can vary in traffic volume, emission rates, height, width, etc.. The intersection model extended 500 meters in all directions. Receptors (locations where the model calculates concentrations) were located at a distance of 10 meters equidistant from the roadway edge for all four corners of the intersection.

Traffic volumes were available in terms of two-way P.M. peak hour traffic volumes. The average speed along all segments was assumed to be 10 MPH.

Emission factors were derived from the California Air Resources Board EMFAC-7PC computer model. Adjustments were made for future improvements in the Inspection and Maintenance Program for vehicles. Temperature was assumed to be 40 degrees F.

The computation of carbon monoxide levels assumed the following meteorological conditions:

Windspeed:	1 mps
Stability:	G Category
Mixing Height:	100 meters
Surface Roughness:	150 cm
Standard Deviation of Wind Direction:	10 degrees

The CALINE-4 model calculates the local contribution of nearby roads to the total concentration. The other contribution is the background level attributed to more distant traffic. Background levels for both 1990 and 2010 were assumed to be 5.0 PPM for the 1-hour averaging time.

The CALINE-4 model predicts P.M. peak hourly concentrations. Maximum 8-hour concentrations are estimated from the CALINE-4 results by use of a persistence factor. The maximum 1-hour concentration, when multiplied by the persistence factor, yields the predicted maximum 8-hour concentration. The persistence factor was taken as the observed ratio of the highest 1-hour and 8-hour concentration measured at the Woodland carbon monoxide monitoring sites in 1987. The resulting persistence factor was 0.60.

II. URBEMIS-2 Model

Estimates of regional emissions generated by project traffic were made using a program called URBEMIS-2. (2) URBEMIS-2 is a program that estimates the emissions that would result from various land use development projects. Land use project can include residential uses such as single-family dwelling units, apartments and condominiums, and nonresidential uses such as shopping centers, office buildings, and industrial parks. URBEMIS-2 contains default values for much of the information needed to calculate emissions. However, project-specific, user-supplied information can also be used when it is available.

The following is a description of the parameters that were used in the regional air quality analysis of the proposed project:

Ambient Temperature: 75 degrees F.

Trip Lengths:	Home-Other	3.4 miles
	Home-Work	6.0 miles
	Home-Shop	2.6 miles
	Non-Home Based Work	5.4 miles
	Non-Home Based Non-Work	3.5 miles

Year of Analysis: 2010

Average Speed: 35 miles per hour for all trip types.

The URBEMIS-2 model calculates Total Organic Gases (TOG). Emissions of Reactive Organic Gases (ROG) were estimated at 92 percent of TOG.

APPENDIX G

COMPARISON OF DRAFT GENERAL PLAN AND FINAL GENERAL PLAN

Designated Acreage		<i>Draft General Plan</i>	<i>Final General Plan</i>
RR	Rural Residential	258.95	258.95
LR	Low Density Residential	1,197.22	1,222.86
MR	Medium Density Residential	370.18	368.95
HR	High Density Residential	268.05	283.61
HRR	High Rise Residential	35.00	35.00
PR	Planned Residential	2,828.05	3,027.44
NC	Neighborhood Residential	12.93	19.93
CC	Community Commercial	243.88	423.43
HSC	Highway Service Commercial	93.54	70.34
WRC	Water-Related Commercial	51.70	51.70
GC	General Commercial	93.02	177.25
O	Office	234.83	152.84
BP	Business Park	71.53	220.39
MCI	Mixed Commercial/Industrial		314.03
LI	Light Industrial	536.89	357.90
HI	Heavy Industrial	1,717.38	1,372.95
WRI	Water-Related Industrial	1,297.82	949.06
CBD ¹	Central Business District		
RMU ¹	Riverfront Mixed Use	14.73	14.73
PQP	Public/Quasi-Public	702.52	722.50
RP	Recreation and Parks	394.44	369.20
OS	Open Space	627.22	607.83
AG	Agricultural	1,364.73	1,338.24
SSC	Special Study Corridor	4.00	4.00
Total²		12,418.61	12,363.09

¹For areas designated CBD and RMU, acreage totals have been assigned to single-use designations (i.e., HR, O, CC) to reflect an assumed distribution of uses (see Appendix D).

²Acreage totals differ due to refinements in data base information.

Net New Units	18,453	20,494
Net New Residents	49,442	52,147

New Square Footage		<i>Draft General Plan</i>	<i>Final General Plan</i>
NC	Neighborhood Commercial	61,054	156,979
NC	Neighborhood Commercial (under PR)		646,191
CC	Community Commercial	2,208,841	3,227,983
HSC	Highway Service Commercial	403,082	189,330
WRC	Water-Related Commercial	118,000	118,000
GC	General Commercial	234,227	896,266
O	Office	8,874,233	5,118,889
BP	Business Park	792,638	2,146,129
MCI	Mixed Commercial/Industrial		2,608,061
LI	Light Industrial	5,062,550	1,678,097
HI	Heavy Industrial	15,209,437	7,800,853
WRI	Water-Related Industrial	4,694,334	4,136,036
PQP	Public/Quasi-Public		300,000
Total		37,658,396	29,022,814
New Employees		81,136	51,586

APPENDIX H

COMMENTS ON THE DRAFT EIR AND RESPONSES TO COMMENTS

Copies of the *Draft EIR* and copies of the *Draft General Plan Policy Document* were distributed for public review during April and May 1989, and copies of the *Draft General Plan Background Report* were distributed for public review during August 1988.

A notice of completion and copies of the *Draft EIR* and *Draft General Plan Policy Document* were sent to the State Clearinghouse, and copies of the *Draft EIR* and *Draft Policy Document* were distributed to numerous other public agencies, organizations, and individuals for public review. In addition, copies were made available for public review at the Turner Library.

The 45-day mandatory review period for the *Draft EIR* commenced on June 1, 1989, and closed July 17, 1989. The City of West Sacramento, however, accepted public comment on the *Draft EIR* through October 1989.

In addition to extensive publicity provided by local newspapers, the meetings and hearings of the Planning Commission and City Council to review the *Draft General Plan* and *Draft EIR* and receive public comment were formally noticed in local newspapers.

The Planning Commission held formal public hearings on the *Draft EIR* during April and July 1989, and the City Council held formal public hearings on the *Draft EIR* during September and October 1989. Copies of the letters received commenting specifically on the *Draft EIR* are included at the back of this appendix. Oral testimony on the *Draft EIR* essentially reflected the written comments received.

The following organizations and individuals commented directly on the *Draft EIR*:

Commentor	Comment Date
City of Sacramento	June 28, 1989
State of California Department of Food and Agriculture	July 6, 1989
State of California Department of Conservation	July 10, 1989
State of California Department of Fish & Game	July 13, 1989
State of California Department of Transportation	July 19, 1989
Legal Services of Northern California	October 10, 1989
Devine & Gong	October 9, 1989
Southport Homeowners Organization	October 18, 1989
Pat Stratfull	October 18, 1989
West Sacramento Chamber of Commerce	October 18, 1989

Following are summaries of the comments received on the *Draft EIR* and responses to the comments. These are in turn followed by copies of the verbatim comments.

CITY OF SACRAMENTO

JUNE 28, 1989

Comment Summary

The commentor makes the following two points concerning the *Draft EIR*:

1. The *Draft EIR* does not address the potential impacts of proposed improvements to the Tower Bridge and I Street Bridge and proposed construction of a bridge across the Sacramento River at Sutterville Road.
2. The *Draft EIR* does not assess the implications of the West Sacramento's *Land Use Diagram* and *Circulation Plan Diagram* for the Regional Transportation System as proposed in SACOG's Metro Study. The concern is that the Metro Study is predicated on West Sacramento's old general plan and, therefore, does not address the implications of proposed bridge improvements on I-5 and City of Sacramento streets.

Response

Traffic projections for development expected to occur within the time frame of the *General Plan* indicate that approximately 196,000 vehicles per day will cross the Sacramento River between the cities of Sacramento and West Sacramento. The *EIR* preparers point out that these projections are consistent with the traffic projections made as part of the City of Sacramento's General Plan Update, with the difference between the two sets of projections being less than seven percent. Traffic projections for the "I" Street and Tower Bridges are, in aggregate, essentially identical. Any adverse impacts to the streets within the city of Sacramento should, therefore, have been addressed by the City of Sacramento in their General Plan Update.

The *EIR* preparers note further that construction of the Sutterville Bridge essentially results in a shifting of traffic projected by the City of Sacramento to be using the Pioneer Bridge (Business 80) to the new bridge at Sutterville Road. The following benefits are created by the construction of the new bridge and the consequent shifting of traffic:

1. The new Sutterville Bridge will relieve congestion on Business 80, west of I-5, projected in the City of Sacramento's General Plan Update.
2. By itself, and when coupled with the Enterprise Bridge over the Deep Water Ship Channel or the Industrial Bridge over the barge canal, the new Sutterville Bridge will provide an alternative route for traffic between I-5, south of Sutterville, and I-80 to the west. This will serve to lessen projected congestion on I-5 between Business 80 and Sutterville Road.
3. To the extent that traffic to and from West Sacramento is destined south of Sutterville Road on I-5, the new crossing will serve to lessen projected congestion on I-5 between Business 80 and Sutterville Road.
4. For traffic between West Sacramento and downtown Sacramento, the new crossing provides convenient access to a potential extension of Regional Transit's light rail system (LRT). This will enhance the ability of West Sacramento residents to use LRT and, therefore, reduce overall area-wide vehicle miles of travel, traffic congestion, and air quality impacts.

DEPARTMENT OF FOOD AND AGRICULTURE

JULY 6, 1989

Comment Summary

In addition to the general plan policies discussed in the Agricultural Lands section, the CDFA suggests that the *FEIR* discuss other agricultural conservation policies such as: encourage infill development, encourage the use of the Williamson Act, direct urban growth to non prime soils wherever possible, adopt a right to farm ordinance, require developers to include buffers in development projects to mitigate agricultural land use conflicts. Implementation of policies such as these can help to conserve valuable farmland and promote orderly growth.

Response

All new development proposed by the *General Plan* would occur within the current city limits of West Sacramento. Nearly all of the underdeveloped land within the current city limits is considered "prime," "of statewide importance," "unique," or "of local importance." Virtually any new development within West Sacramento will, therefore, affect one of these classes of land.

The *General Plan* promotes infill development and redevelopment, but these possibilities are limited and cannot be considered realistic alternatives to the development of currently-undeveloped land.

The use of the Williamson Act as a means of protecting agricultural lands within the current city limits of West Sacramento is unrealistic. There is currently only one parcel under Williamson Act contract in West Sacramento, and it is not proposed for urban development under the *General Plan*. Property owners within the city limits are extremely unlikely to agree to enter into Williamson Act contracts.

The *General Plan* does include adoption of a right-to-farm ordinance as one of its implementation programs (Implementation Program VI-5).

Inclusion of buffers in development projects to mitigate agricultural land use conflicts is also contemplated by the *General Plan*. Policy I.A.7 includes the following principle for development of Southport, where virtually all of the important farmlands are located: "Ensure that ample buffers are established between incompatible land uses." In addition, Policy VI.B.2 reads as follows: "The City shall endeavor to ensure, in approving urban development near existing agricultural lands, that such development will not constrain agricultural practices or adversely affect the economic viability of nearby agricultural operations." Implementation of this policy may in some cases require establishment of buffers.

DEPARTMENT OF CONSERVATION

JULY 10, 1989

Comment Summary

While the section on agriculture addresses most of the issues of concern to the Department, we suggest that additional mitigation measures be considered that would lessen the farmland conversion impacts of the Plan. Various land-use planning tools, such as purchase of conservation easements or development rights and establishment of farmland trusts to protect farmland from premature development, should be considered and discussed in the *Final EIR*. Residential development could be clustered to allow more land to remain in agricultural or open-space status.

Buffers such as setbacks, berms, greenbelts and open-space areas to separate farmland from urban uses, can be incorporated into plans. Many communities have considered 300 feet as a sufficient buffer for impacts such as pesticide spraying, noise and dust.

Response

The comment raises essentially the same concerns expressed in the comment letter from the Department of Food and Agriculture (see response to that letter).

The *EIR* preparers believe that the purchase of conservation easements or development rights and establishment of farmland trusts to protect farmland from premature development is inappropriate and infeasible. These tools are more appropriate for the protection of farmland on a permanent basis. While the *General Plan* does not propose to develop all existing agricultural land within West Sacramento within the plan's time frame, it is likely that virtually all land within the current city limits will be ultimately developed.

The *EIR* preparers believe that clustering of residential development, at least in the context of West Sacramento, would not promote protection of agricultural land, since it would create an extensive interface area between urban development and agricultural land, thereby increasing the potential for urban-ag land conflicts.

As noted in the response to the comment from the Department of Food and Agriculture, the *General Plan* does contemplate the use of buffers between incompatible land uses, including between urban uses and agricultural uses.

DEPARTMENT OF FISH AND GAME

JULY 13, 1989

Comment Summary

The *Draft EIR* does not adequately provide for mitigation for the State-listed threatened Swainson's hawk. DFG recommends that the *EIR* be revised to adequately discuss and mitigate the project's adverse impact upon the Swainson's hawk nesting and foraging areas, and that the *General Plan* include specific policies to protect these birds.

Response

The *Final EIR* includes an expanded discussion of potential impacts on the Swainson's hawk and discusses mitigation techniques. The *EIR* preparers conclude that it is extremely difficult to mitigate impacts on the Swainson's hawk on a project-by-project or even a jurisdiction-by-jurisdiction basis. The *Final EIR*, therefore, discusses the desirability of mitigating Swainson's hawk impacts through City participation in a regional habitat protection program. This approach is probably the most appropriate and logical approach to implementing the following policies and programs contained in the *General Plan*:

- Policy VI.C.9. The City shall support state and federal laws and policies to preserve populations of rare, threatened, and endangered species by ensuring that development does not adversely affect such species or by fully mitigating adverse effects.
- Policy VI.C.10. The City shall not approve projects that would cause unmitigatable impacts on rare, threatened, or endangered wildlife or plant species.
- Program VI.1. The City shall prepare and adopt a conservation ordinance that identifies specific habitats and sites where development could diminish or eliminate significant biological habitat. The ordinance shall protect these habitat from the adverse effects of excavating, grading, filling, dredging, removing vegetation, landscaping with exotic species, and other incompatible uses and activities. In preparing this ordinance, the City shall consider the possibility of including mitigation banking provisions to acquire and enhance sensitive habitats and compensate for losses attributable to development.

The *EIR* preparers feel these are very strong policy and program commitments that will ensure adequate mitigation of potential impacts on the Swainson's hawk.

DEPARTMENT OF TRANSPORTATION

JULY 19, 1989

Comment Summary

The commentor makes the following four points:

1. The City should assume that no State funds would be available to make improvements to Jefferson Boulevard and other intersections listed in the Circulation Plan to maintain an acceptable level of service with buildout of the *General Plan*.
2. In reference to Page IV-11, Caltrans would not object to LOS D as a peak hour goal.
3. Regarding the at-grade intersections on Highway 275 at Second and Fifth Streets as assumed future road modification (page IV-3), Caltrans has not agreed to permitting these intersections. Alternatively, upgrading the Third Street Interchange is a more appropriate assumption.
4. Peak hour traffic might be reduced by offering a more balanced view of the jobs/housing discussion on page III-3 and IX-2.

Response

Concerning Point 1, the comment is acknowledged. The *EIR* does not assume the availability of State funds for improvements to Jefferson Boulevard or other intersections to maintain an acceptable level of service with buildout of the *General Plan*.

Concerning Point 2, the comment is acknowledged. No response required.

Concerning Point 3, the City will continue to explore with Caltrans the potential for at-grade crossings on Highway 275 at Second and Fifth Streets. The *General Plan*, nonetheless, recommends these improvements be made.

Concerning Point 4, changes in the land use pattern in the *Final General Plan* will result in a better jobs-housing balance than was reflected in the *Draft General Plan*.

LEGAL SERVICES OF NORTHERN CALIFORNIA

OCTOBER 10, 1989

Comment Summary

The commentor feels the EIR's consideration of the environmental effects of the project is "inadequate" and that "the language and tone in which the project is written, the evidence on which it relies, and the conclusions which it embraces reveal a fundamental misunderstanding of CEQA." In support of this opinion, the comment cites several areas in the *Draft EIR* as inadequate:

1. The characterization of many impacts as "insignificant," "not significant for purposes of CEQA," or "less than significant" misrepresents the true impacts of the *General Plan*.
 - a. The *Draft EIR* fails to adequately analyze potentially significant adverse impacts of the *General Plan*'s land use policies, including but not limited to displacement of households due to the loss of at least 1,338 residents through redevelopment or private market removal, disruption or division of the physical arrangements of established communities and alteration of community character, insufficient acreage devoted to residential use and insufficient density levels to meet the demand for affordable housing at all income levels, and insufficient public services and infrastructure.
 - b. The *Draft EIR* ignores potentially significant adverse impacts on housing, including rising land costs, inflated housing prices, and displacement of lower and moderate income households.
 - c. The *Draft EIR* fails to adequately address significant adverse impacts in its discussion of population impacts.
2. The *Draft EIR* fails to identify or discuss measures to mitigate adverse impacts. The *Draft EIR* lacks an objective evaluation or analysis of the ability of the Housing Element policies or programs to mitigate adverse housing impacts, as CEQA requires.
3. The *Draft EIR* makes no real attempt to describe "cumulative and long-term effects of the project."
4. The *Draft EIR* provides no objective analysis or justification for reaching the conclusion that growth inducing impacts are mitigated in the *General Plan*.
5. The *Draft EIR*'s analysis of significant irreversible environmental changes is "perfunctory" and makes no effort to analyze irreversible changes such as the displacement of low and moderate income households.
6. The *Draft EIR*'s discussion of alternatives is inadequate in its failure to discuss or assess alternatives for the provision of affordable housing.

Response

Concerning Point 1, the *EIR* preparer disagrees with the comment. A general plan, unlike most development projects, is programmatic in nature. It sets out general land uses, provides long-term policy guidance, and specifies shorter-term implementation programs. The *EIR* accordingly reflects the *General Plan*'s programmatic nature. In the case of the *General Plan*, the "project" includes both the *Land Use Diagram* and *Circulation Plan Diagram* and policies and implementation

programs. In effect, the policies and implementation programs operate as mitigation measures for potential impacts of the land use plan and circulation plan. To the extent that the policies and programs effectively mitigate these potential impacts within the context of the project description, there will be no remaining potentially adverse effects that need to be analyzed for CEQA purposes. Ideally, of course, all potentially adverse impacts would be mitigated within the context of the *General Plan*.

Concerning Point 1.a., the *EIR* has been revised to discuss in more detail displacement and neighborhood impacts. The *EIR* preparer believes that *Final EIR* adequately addresses the potential land use impacts of the *General Plan*. With specific regard to the displacement and neighborhood impacts, the later discussion under social and economic impacts addresses this issue. With specific regard to the insufficiency of residential acreage and insufficiency of density "to meet the demand for affordable housing at all income levels, and insufficient public services and infrastructure," the commentor claims are vague and conclusory, and lack specifics or documentation.

Concerning Point 1.b., the *EIR* has been revised to discuss in more detail the issues mentioned in this comment. The *EIR* preparers, however, disagree with the implication in the comment that CEQA requires that social or economic impacts be assessed in an *EIR* as significant or potentially significant impacts.

CEQA defines the "environment" as "the conditions which exist within the area which will be affected by a proposed project, including land, air, water, minerals, flora, fauna, noise, and objects of historic or aesthetic significance." (*Public Resources Code* §2106.5).

The *State CEQA Guidelines* defines a significant effect on the environment as "a substantial adverse change in the physical conditions which exist in the area affected by the proposed project." (§15002 (g)).

The *State CEQA Guidelines* provides that "economic or social information may be included in an *EIR* or may be presented in whatever form the agencies desires (§15131). This section goes on to provide that "economic or social effects of a project shall not be treated as significant effects on the environment." (§15141 (a)). It goes on, however, to say that "economic and social effects of a project may be used to determine the significance of physical changes caused by the project." (§15131 (b)).

The *EIR* preparers do not believe that the *EIR* must assess the following potential economic or social effects as significant or potentially significant impacts:

- "displacement of households . . . through redevelopment or private market removal"
- "disruptions or divisions of the physical arrangements of established communities and alteration of community character"
- "rising land costs"
- "displacement of lower and moderate income households"

The *EIR* preparers are unaware of any case law that has interpreted CEQA as requiring the assessment of economic and social impacts, such as the effects listed above, as significant or potentially significant impacts.

Concerning Point 1.c., the *EIR* preparers disagree with the statement that the population impacts associated with the *General Plan* are, in themselves, significant. While the plan provides for substantial new population growth, population growth in itself has no impact except as it affects an *environmental* resource. The secondary and tertiary *environmental* impacts of population growth related to new development are extensively discussed in the *EIR*.

To the extent that the concern in this comment relates to changing the demographic or economic profile of West Sacramento, CEQA does not require that economic or social effects be addressed in an *EIR* as significant or potentially significant impacts.

Concerning Point 2, the *EIR* preparers disagree with the first part of the comment, as discussed earlier in this response. The *EIR* preparers disagree with the second statement that the *EIR* must assess the "ability of the Housing Element . . . to mitigate adverse housing impacts." The alleged adverse housing impacts referred to here are economic and/or social impacts that do not have to be addressed in the *EIR*, as discussed earlier in this response.

Concerning Point 3, the *EIR* preparers disagree. The *General Plan* itself is a long-term guide to development and environmental protection. It is also cumulative in nature since it encompasses all development that will occur in West Sacramento over the next 20 years. The *EIR* on the plan reflects both of these aspects of the plan and discusses them.

Concerning Point 4, the *EIR* preparers disagree. The *General Plan*, to the extent that it provides for any new development, is growth-inducing. Indeed, its very purpose is to induce the type and amount of growth the community desires. The *EIR* acknowledges this and discusses growth-inducing impacts.

Concerning Point 5, the *EIR* preparers disagree. First, as discussed above, the *EIR* preparers believe CEQA does not require assessment of displacement impacts, as they are economic and/or social issues. Secondly, displacement, in our view, is not an irreversible impact. The *General Plan* addresses the issues of displacement and includes policies to minimize the consequences of displacement.

Concerning Point 6, the *EIR* preparers disagree. The suggestion in this comment is that the *EIR* must assess alternative strategies for provision of affordable housing. Again, as discussed above, the *EIR* preparers believe that CEQA does not require an assessment of housing strategy alternatives, as these are economic and/or social issues.

DEVINE & GONG, INC.

OCTOBER 9, 1989

Comment Summary

The *Draft EIR*'s discussion of housing impacts is inadequate, because it fails to identify serious problems and states that mitigation is not necessary for those that it does identify. The commentor goes on to detail the deficiencies in the *Draft EIR* and to suggest specific housing programs as mitigation measures to alleged significant adverse environmental impacts.

Response

The *Final EIR* has been revised to discuss in more detail several of the housing-related issues mentioned by the commentor. As discussed in the response to the comments from Legal Services of Northern California, however, the *EIR* preparers believe CEQA does not require an assessment of the housing impacts mentioned by the commentor, as these are economic and/or social impacts.

The *EIR* preparers believe these comments regarding the *EIR* are more appropriately addressed to the Housing Element of the *General Plan*.

SOUTHPORT HOMEOWNERS ORGANIZATION

OCTOBER 18, 1989

Comment Summary

The commentor "challenges the adequacy of the proposed General Plan Environmental Impact Report based on the following general issues:

1. Degradation of air quality and the likely creation of extensive air pollution,
2. Degradation of water quality and possible impacts on the availability of adequate, clean water,
3. Cumulative impacts caused by extensive industrial growth planned for both sides of the Barge Canal and the Deep Water Ship Channel, and residential growth especially in the Southport area, and resulting noise and visual pollution,
4. Impacts on flora and fauna,
5. Changes in air quality standards,
6. Changes in water quality standards,
7. Potential loss of residential values due to proximity to planned industrial growth.
8. Impacts of traffic on transportation and circulation systems and on residents of West Sacramento,
9. Impacts on health care systems and on education, and
10. Permanent loss of various agricultural lands.

SHO is convinced the General Plan EIR is seriously flawed because not only does it not clearly identify all of the impacts of planned development or cumulative impacts of such growth but it does not adequately mitigate these impacts."

In addition the commentor disagrees with the projected traffic volumes cited in the *Draft EIR*.

Response

The *EIR* preparers disagree with the general allegation that the *EIR* is inadequate. Furthermore, the commentor fails to provide any specifics to support their claims of inadequacy, save for a list of subject areas. The *EIR* preparers do not believe a point-by-point response to the comment is warranted, given the vagueness of the comment.

The *General Plan* and *Final EIR* have, nonetheless, been revised concerning several of the issues listed in the comment.

On the subject of projected traffic volumes, the *Final EIR* projects traffic volumes based on the Final General Plan. These traffic volume projections are based on standard traffic planning analysis principles and were developed through the use of a computerized traffic model. This was also true of traffic volume projections contained in the *Draft EIR*.

PAT STRATFULL

OCTOBER 18, 1989

Comment Summary

The *Draft EIR* is too technical and is not easily understood by the public.

Response

The *EIR* of necessity must include technical information which may be difficult for the public without backgrounds in these subject areas to understand. The *EIR* preparers have, nonetheless, attempted to minimize technical information and to make the *EIR* as intelligible to the public as possible.

WEST SACRAMENTO CHAMBER OF COMMERCE

OCTOBER 18, 1990

Comment Summary

The commentor underscores the value of the *General Plan* in expediting "thorough initial evaluations of proposed developments."

Response

None required.



7

DEPARTMENT OF
PLANNING AND DEVELOPMENT

CITY OF SACRAMENTO
CALIFORNIA

1231 I STREET
ROOM 200
SACRAMENTO, CA
95814-2998

BUILDING INSPECTIONS
916-449-5716

PLANNING
916-449-5604

June 28, 1989

Ben Hulse, Director
Community Development Department
City of West Sacramento
1951 South River Road
P.O. Box 219
West Sacramento, CA 95691

Dear *BH* Hulse:

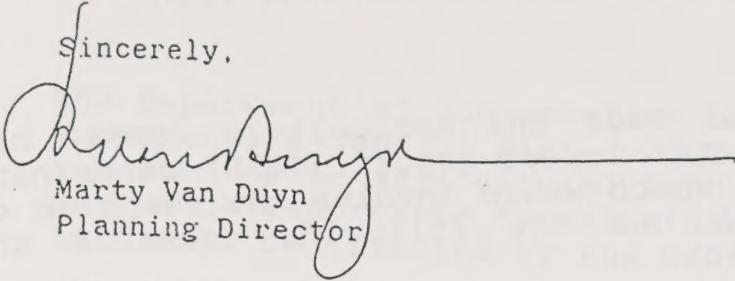
After reviewing West Sacramento's Draft General Plan and Environmental Impact Report (EIR), the Sacramento City Planning Division would like to submit the following comments:

- o The Plan and EIR states that the construction of a bridge across the Sacramento River at Linden-Sutterville Roads and improvements to the Tower and I Street bridges are necessary to serve expected traffic in and out of West Sacramento and to alleviate adverse traffic impacts. However, the EIR does not address the potential impacts of these projects and West Sacramento's proposed circulation plan on the street and highway system of the City of Sacramento.
- o Results from the Metropolitan Transportation Study indicate that I-5, south of Sutterville Road to the Downtown, will experience level of LOS at E and F within the next 20 years. Since the "Metro" Study incorporated West Sacramento's old General Plan and since the bridge improvements are not part of the proposed Regional Transportation System, impacts from the West Sacramento General Plan on Sacramento's freeway and street system could therefore be greater than expected. The final EIR and General Plan should address these impacts, especially on I-5 and City of Sacramento streets.
- o In order to better understand how and in what manner West Sacramento will grow in the future, the General Plan should include a section on population, housing, and employment growth.

- o In the Land Use/Circulation Element, the non-residential categories use Floor Area Ratio (FAR) as an intensity standard. This element should include a graphic or statistical description of various ratios in order to show what the maximum allowed building area will be given various heights.
- o The Land Use Map should also include residential density ranges as well as FAR standards.

Thank you for giving us the opportunity to review the Draft General Plan and we hope that you will consider these comments during the preparation of the final draft.

Sincerely,



Marty Van Duyn
Planning Director

MVD:GZ:ob

cc: Tom Sparks, Principal Planner
Jim Bloodgood, Supervising Traffic Engineer
Gary Ziegenfuss, Associate Planner

Memorandum

Marilyn Nishikawa
State Clearinghouse
Office of Planning and Research
1400 Tenth Street, Room 121
Sacramento, California 95814

July 6, 1989

Date : Sacramento

Place :

--1220 N Street, P.O. Box 942871
Sacramento, CA 95814-0001

From : Department of Food and Agriculture

SCH No. 89053005 -- City of West Sacramento General Plan

Subject :

The California Department of Food and Agriculture (CDFA) has reviewed the Draft Environmental Impact Report (DEIR) concerning the above referenced project which would involve the adoption of a general plan. The CDFA has the following comments and recommendations for the project.

In addition to the general plan policies discussed in the Agricultural Lands section, the CDFA suggests that the FEIR discuss other agricultural conservation policies such as: encourage infill development, encourage the use of the Williamson Act, direct urban growth to non prime soils wherever possible, adopt a right to farm ordinance, require developers to include buffers in development projects to mitigate agricultural land use conflicts. Implementation of policies such as these can help to conserve valuable farmland and promote orderly growth.

The CDFA supports the right of local agencies to develop and implement land-use policy in its area of influence, but also wants to assure that agricultural land is not prematurely and irreversibly lost due to development which is not accurately assessed for environmental impact.

Sincerely,



Donna McIntosh
Graduate Student Assistant
Agricultural Resources Branch (916) 322-5227

cc: Yolo County Agricultural Commissioner
California Association of Resource Conservation Districts

Memorandum

7/17

Dr. Gordon F. Snow
Assistant Secretary for Resources

Date : July 10, 1989

Mr. Ben Hulse
City of West Sacramento
1951 South River Road
West Sacramento, CA 95691

Subject: Draft Environmental
Impact Report (EIR)
for the City of
West Sacramento's
General Plan,
SCH# 89053005

From : Department of Conservation—Office of the Director

The Department of Conservation has reviewed the City of West Sacramento's General Plan, which will convert approximately 3,042 acres of prime agricultural land and 2,154 acres of Farmlands of Statewide Importance to urban uses. No Williamson Act contracted land will be affected by the General Plan.

The Department is responsible for monitoring farmland conversion on a statewide basis and also administers the California Land Conservation (Williamson) Act. The Department is concerned over the continuing loss of prime agricultural land throughout the State. According to the Department of Food and Agriculture, from July 1, 1988, to June 30, 1989, over 5,500 acres of prime agricultural land were converted to urban uses statewide. In Yolo County during this same period, approximately 820 acres of prime land were converted. This General Plan will contribute significantly to the loss of prime agricultural land, both statewide and in Yolo County.

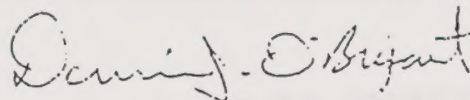
While the section on agriculture addresses most of the issues of concern to the Department, we suggest that additional mitigation measures be considered that would lessen the farmland conversion impacts of the Plan. Various land-use planning tools, such as purchase of conservation easements or development rights and establishment of farmland trusts to protect farmland from premature development, should be considered and discussed in the Final EIR. Residential development could be clustered to allow more land to remain in agricultural or open-space status.

Buffers such as setbacks, berms, greenbelts and open-space areas to separate farmland from urban uses, can be incorporated into plans. Many communities have considered 300 feet as a sufficient buffer for impacts such as pesticide spraying, noise and dust.

The Department appreciates the opportunity to comment on the Draft EIR. While we support planning efforts to promote orderly development, we note that such plans can also be a major

Dr. Gordon F. Snow
Mr. Ben Hulse
July 10, 1989
Page Two

contributor to the conversion of agricultural lands. We hope that the farmland conversion impacts are given adequate consideration in the Final EIR. If I can be of further assistance, please feel free to call me at (916) 322-5873.



Dennis J. O'Bryant
Environmental Program Coordinator

DJO:PG:efh

cc: Ken Trott
Office of Land Conservation

Memorandum

To : 1. Projects Coordinator
Resources Agency

2. Mr. Ben Hulse
City of West Sacramento
1951 South River Road
West Sacramento, CA 95691

Date : July 13, 1989

From : Department of Fish and Game

Subject: Draft Environmental Impact Report (EIR) for the City of West Sacramento General Plan, Yolo County (SCH 89053005)

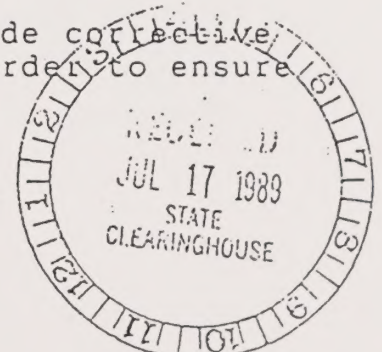
The Department of Fish and Game (DFG) has reviewed the Draft EIR for the City of West Sacramento's first General Plan (GP). Prior to incorporation, land use in the area of West Sacramento was governed by the Yolo County GP.

The DFG finds the Draft EIR inadequate in providing mitigation for the State-listed threatened Swainson's hawk (Buteo swainsoni). Although the report proposes mitigation measures to protect the nest tree itself, it fails to identify and provide protection for the hawk's essential foraging areas in surrounding agricultural lands. The loss of these areas would result in a significant adverse impact to these sensitive birds. Recent studies indicate that up to three square miles (1,920 acres) of foraging area may be required to support a pair of nesting Swainson's hawks. In order to avoid potential impacts to the hawk, it is essential that their foraging areas and nest trees be identified and protected.

Therefore, the DFG recommends the Draft EIR be revised to, 1) adequately discuss and mitigate the project's adverse impact upon the Swainson's hawk nesting and foraging areas, and 2) the City of West Sacramento's GP include specific policies to protect these birds.

In order to comply with Public Resources Code Section 21081.6, a detailed monitoring program must be developed for all required mitigation conditions. The monitoring program should include the following:

- a. Specific criteria to measure effectiveness of mitigation.
- b. Annual monitoring for a minimum of five years. Annual written reports submitted to the lead agency and the DFG.
- c. Annual monitoring reports, each of which include corrective recommendations that shall be implemented in order to ensure that mitigation efforts are successful.



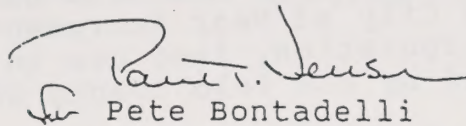
1. Projects Coordinator
2. Mr. Ben Hulse

-2-

July 13, 1989

The DFG would be pleased to review the revised Draft EIR to determine if, in our opinion, it fully complies with California Environmental Quality Act Guidelines and if the proposed GP policy(ies) adequately protects the State-listed threatened Swainson's hawk.

If we can be of further assistance, please contact James Messersmith, Regional Manager, Region 2, 1701 Nimbus Road, Suite A, Rancho Cordova, CA 95670, telephone (916) 355-0922 or Patricia Perkins, Wildlife Management Supervisor, telephone (916) 355-7010.


Pete Bontadelli
Director

DEPARTMENT OF TRANSPORTATION

DISTRICT 3

P.O. BOX 911, MARYSVILLE 95901

TDD Phone (916) 741-4463

Telephone (916) 741-4573



July 19, 1989

03-Yol-80

West Sacramento

General Plan

SCH 89050005

Mr. Ben Hulse
Planning Director
City of West Sacramento
P.O. Box 966
West Sacramento, CA 95691

Dear Mr. Hulse:

Thank you for the opportunity to review the draft EIR for the West Sacramento General Plan.

The City should assume that no State funds would be available to make improvements to Jefferson Boulevard and other intersections listed in the Circulation Plan to maintain an acceptable level of service with buildout of the General Plan.

In reference to page IV-11, Caltrans would not object to LOS D as a peak hour goal.

Regarding the at-grade intersections on Highway 275 at Second and Fifth Streets as assumed future road modifications (page IV-3), Caltrans has not agreed to permitting these intersections. Alternatively, upgrading the Third Street Interchange is a more appropriate assumption.

Peak hour traffic might be reduced by offering a more balanced view of the jobs/housing discussion on page III-3 and IX-2.

Sincerely,

Jean L. Baker, Chief
Environmental Branch B

cc: John Keene, State Clearinghouse
George Smith, DOTP

LEGAL SERVICES OF NORTHERN CALIFORNIA, INC.

YOLO COUNTY LAW OFFICE
619 NORTH STREET, WOODLAND, CALIFORNIA 95695
(916) 662-1065 • (916) 447-5798

October 10, 1989

Mr. Ben Hulse
Director, Community Development Dept.
City of West Sacramento
P. O. Box 966
2101 Stone Blvd.
West Sacramento, CA 95691

Dear Mr. Hulse:

On behalf of a number of low-income residents of West Sacramento, I am writing to convey objections to the City of West Sacramento's Draft Housing Element¹ and Draft Environmental Impact Report ("DEIR") for the City of West Sacramento's proposed General Plan. This letter supplements, and incorporates by reference, comments made by Dr. Richard Devine in his accompanying letter.² Rather than reiterating those concerns, these supplemental comments will focus on the legal framework in which they must be addressed under Government Code §§ 65580 et seq. and the California Environmental Quality Act ("CEQA"), Public Resources Code §§ 21000 et seq.

I. DRAFT HOUSING ELEMENT

The required contents of a housing element are set forth at Government Code § 65583. The standard to be applied in reviewing housing elements is that of whether there is actual compliance

¹ The Draft Housing Element discussed here is the most recent draft provided to us by city staff and consultants, dated August 9, 1989.

² Dr. Richard Devine is a land use planning expert and real estate economist. His comments on the Draft Housing Element and DEIR are set forth in his letter to members of the West Sacramento City Council, dated October 9, 1989 (hereinafter referred to as "Devine Letter").

of the Draft Housing Element provided by Dr. Devine, it is readily apparent that West Sacramento's Draft Housing Element is not in actual compliance with the requirements of Government Code § 65583.

A. Failure to Assess Housing Needs and Inventory Resources and Constraints

The housing element must provide "an assessment of housing needs and an inventory of resources and constraints relevant to the meeting of these needs." Government Code § 65583(a). In particular, "the housing element shall consist of an identification and analysis of existing and projected housing needs," Government Code § 65583, and "a quantification of the locality's existing and projected housing needs for all income levels," Government Code § 65583(a)(1).

The Draft Housing Element fails to adequately identify and analyze the existing and projected housing needs of the City of West Sacramento, nor does it adequately quantify those needs.³ Even accepting for the purpose of argument that the Draft Housing Element has adequately identified 2,434 low income households over-paying for housing and 583 units as overcrowded (in light of the outdated data used these numbers undoubtedly understate the problem), the Draft Housing Element goes on to totally ignore these existing needs in determining the need for new construction of housing. The total new construction need identified for the City in Table II-13 of the Draft Housing Element totally ignores the existing need for affordable housing among very low, low and moderate income households. Draft Housing Element at II-11.

Instead, the new construction analysis relies solely upon an incomplete analysis of projected housing need. The projected need, based as it is on HCD's Fair Share Estimate, does not consider the level of development and redevelopment underway in the City. Draft Housing Element at II-11. HCD's Fair Share Estimate is based on the 1984 SACOG Regional Housing Allocation, which did not consider the level of development currently underway in West Sacramento. The projected needs analysis understates the level of increased future housing demand and the level of housing which will be removed due to private market recycling of property and redevelopment. No basis is given for the assumption that only 20 new units will be needed to replace lost housing, an assumption that ignores the fact that the Raley's Landing project has already removed 39 units and Lighthouse Marina plans to remove at least 76 units shortly. Draft Housing Element at II-11. Although the Draft Housing Element does discuss the displacement that will occur in West Sacramento, the failure to quantify displacement also results in

³ See Devine letter at 1-5.

a serious understatement of projected need. Draft Housing Element at II-17.

Nor does the Draft Housing Element provide adequate "analysis and documentation of household characteristics, including level of payment compared to ability to pay, housing characteristics, including overcrowding, and housing stock condition."⁴ Government Code § 65583(a)(2). The requirement that the housing element analyze special housing needs is similarly not met.⁵ Government Code § 65583(a)(6).

The Draft Housing Element fails to provide "an inventory of land suitable for residential development, including vacant sites and sites having potential for redevelopment, and an analysis of the relationship of zoning and public facilities and services to these sites." Government Code § 65583(a)(3). The Draft Housing Elements analysis of potential and actual governmental constraints upon the maintenance, improvement or development of housing does not include an analysis of land use controls, as required by Government Code § 65583(a)(4).⁶

B. Quantified Objectives

The Draft Housing Element is required to quantify its housing objectives for the next five years. Government Code § 65583(b). The Draft Housing Element, however, sets forth objectives only for a 2 1/2 year period. Draft Housing Element at II-16. The quantified objectives should be equal to the existing and projected need or "establish the maximum number of housing units that can be constructed, rehabilitated and conserved over a five-year time frame." Government Code § 65583(b).

The Draft Housing Element's quantified objectives totally ignore the existing need for affordable housing, and thus cannot be equal to the existing and projected need. Draft Housing Element at II-16. Nor do the quantified objectives establish the maximum number of housing units that can be constructed, rehabilitated or conserved by the City. Additional units could be constructed, rehabilitated or conserved if the City undertook a more pro-active role in its housing policies and adopted other available housing programs.⁷

⁴ See Devine letter at 1-5.

⁵ See Devine letter at 4-5.

⁶ See Devine letter at 6.

⁷ See Devine letter at 10-11.

C. Five Year Schedule of Actions

The Housing Element is required to have a program which sets forth a five year schedule of actions which the City is undertaking or intends to undertake to achieve the goals of the housing element. Government Code § 65583(c). The programs discussed in the Draft Housing Element, however, are to be implemented during a 2 1/2 year time frame. Draft Housing Element at II-5.

The Housing Element should "identify adequate sites which will be made available through appropriate zoning and development standards and with public services and facilities needed to facilitate and encourage the development of a variety of types of housing for all income levels, including rental housing, factory built housing, mobilehomes, emergency shelters and transitional housing in order to meet the community's housing goals..." Government Code § 65583(c)(1). Nowhere in the Draft Housing Element is there identification of sites for emergency shelters and transitional housing, for rental housing, for factory built housing, and for mobilehomes--sites sufficient in number to meet the existing and projected needs for housing in these categories.

The Draft Housing Element should "conserve and improve the condition of the existing affordable housing," Government Code § 65583(c)(4), which means conserving affordability levels as well as the physical structures. Despite this requirement the Draft Housing Element programs fail to address the loss of affordable units due to private market recycling of land to higher uses, as land values increase due to new development and redevelopment projects. Nor do the programs address increases in rent levels that are occurring.

One such example of the way in which redevelopment is driving up land values and rents is Villa Apartments, at 719 5th Street. New owners purchased the apartment complex in February 1989. The new landlords have begun increasing rents in the complex, making it increasingly unaffordable for low income tenants, according to tenants in the complex. The landlords' decision to raise rents is apparently due to an increase in the value of the complex, which is due to its proximity to Raleys Landing and its location in the Redevelopment Project Area.

As noted by Dr. Devine, there is no reason to believe that the programs outlined in the Draft Housing Element will meet the existing and projected needs for housing.⁸ The City should undertake additional programs and play a more pro-active role in order to comply with its duty to meet the housing needs of all

⁸ See Devine letter at 8.

economic segments of the community.⁹

II. ANALYSIS OF DEIR

A. Applicability and General Mandates of CEQA

CEQA mandates that all state and local public agencies must give major consideration to preventing environmental damage when regulating activities affecting the environment. Pub. Res. Code § 21000. CEQA must be "interpreted in such manner as to afford the fullest possible protection to the environment within the reasonable scope of the statutory language." Friends of Mammoth v. Board of Supervisors, 8 Cal. 3d 247, 249 (1972) (emphasis added). This basic principle applies to the protection of urban environment as well as rural and wilderness areas. See, e.g., Terminal Plaza Corp. v. City and County of San Francisco, 177 Cal.App.3d 892, 902-03 (1986); San Franciscans for Reasonable Growth v. City and County of San Francisco, 151 Cal.App. 3d 61 (1984).

The heart of CEQA is the requirement that an EIR describe a project and its potential environmental impacts. EIRs are to serve as environmental "alarm bells" to alert the public and governmental officials to impending environmental impacts before irreparable harm has occurred. County of Inyo v. Yorty, 32 Cal.App.3d 795, 810 (1973). The EIR must also identify feasible mitigation measures and describe and analyze a range of reasonable alternatives to the proposed project. Pub. Res. Code §§ 21002.1, 21100(d). CEQA requires that all significant impacts be avoided or mitigated whenever it is feasible to do so, id. § 21001.1(b), and further mandates that agencies must not approve projects if feasible alternatives or mitigation measures are available to lessen a project's significant environmental impacts. Pub. Res. Code §§ 21002, 21081.

In enacting CEQA, the Legislature was well aware of the possibility that CEQA's public policy objectives would be undermined unless the prescribed environmental review process was scrupulously followed. Pub. Res. Code § 21005 (noncompliance with CEQA provisions may constitute prejudicial abuse of discretion "regardless of whether a different outcome would have resulted if the public agency had complied"). The courts have consistently held that a public agency's good faith performance of its legally mandated environmental assessment responsibilities is such an absolute, indispensable requirement that dereliction of this duty is a per se violation of CEQA that renders the entire process invalid. See, e.g., No Oil, Inc. v. City of Los Angeles, 12 Cal.3d 68, 81 (1974) (citing cases and invalidating project approval on finding that EIR was no more than "post hoc

⁹ See Devine letter at 9, for suggested programs.

rationalization' of a decision already made," regardless of doubts that ultimate decision on project was affected by CEQA violation).

To avoid prejudicing the outcome of an EIR, a public agency, while not charged with achieving perfection, must nevertheless make "a good-faith effort at full disclosure". 14 Cal. Admin. Code § 15151 ("State CEQA Guidelines"); Citizens of Goleta Valley v. Board of Supervisors, 197 Cal.App.3d 1167, 1177 (1988). The study must be "thorough and impartial" and not merely a partisan report in support of the proposed project. No Oil, 13 Cal.3d at 88. See also Residents Ad Hoc Stadium Committee v. Board of Trustees, 89 Cal.App.3d 274, 287 (1979) (public officials must "make an objective, good-faith effort to comply with CEQA by taking "'a hard look' at environmental consequences").¹⁰ Thus, it is an essential element of the CEQA's environmental review process that an agency considering a project keep an open mind until all environmental impacts have been fully and objectively evaluated.

B. Deficiency of DEIR as a Matter of Law

The DEIR prepared for the proposed General Plan is deficient under these standards. Not only is its consideration of the environmental effects of the project inadequate, but the language and tone in which the DEIR is written, the evidence on which it relies, and the conclusions which it embraces reveal a fundamental misunderstanding of CEQA's essential mandate. Moreover, they suggest that, rather than the product of a rational environmental review process, the DEIR is instead only a lengthy post hoc rationalization reflecting the City's predisposition to proceed with the project no matter what the information generated through the CEQA review process might dictate. As the illustrative examples listed below attest, this is not the "thorough and impartial" review that CEQA requires.

¹⁰ CEQA's requirements are not satisfied by a perfunctory performance by the public agency. Sierra Club v. Lynn, 502 F.2d 43, 59 (5th Cir. 1974), cert. denied, 421 U.S. 994 (1975). The purpose of an EIR is not to justify a decision that has already been made except for the "ceremonial acceptance" of the decisionmakers taking a pro forma vote. "The research is to be directed toward formulation of a program, not to substantiate a program already decided upon." Environmental Defense Fund, Inc. v. Coastside County Water Dist., 27 Cal.App.3d 695, 707 (1972). "The purpose of CEQA is not to generate paper, but to compel government at all levels to make decisions with environmental consequences in mind." Bozung v. Local Agency Formation Comm'n, 13 Cal.3d 263, 283 (1975).

1. Findings of No Significant Adverse Impacts

The DEIR concludes repeatedly that the General Plan impacts "are insignificant", "are not significant for the purposes of CEQA," or "will be less than significant", See, e.g., DEIR at III-2, III-5, and III-7, with the exception of impacts on traffic, agricultural land and air quality. See DEIR at I-3. On its face, this conclusion strains credulity given the nature, and scope of the proposed project -- i.e., a General Plan which will dramatically change the nature and character of West Sacramento, and one which provides for enormous growth, development and redevelopment.

Rather than an objective analysis of potentially significant adverse impacts, the DEIR repeatedly engages in circular reasoning to conclude that almost all of the General Plan impacts are insignificant. The common approach taken by the DEIR with almost all of the General Plan elements is to acknowledge some environmentally significant impacts and then describe, without any analysis whatsoever, certain policies of the General Plan relating to those impacts. The DEIR then typically goes on to conclude, again with no analysis of the General Plan policies described or their efficacy in addressing the acknowledged impacts, that the impacts can be deemed insignificant for purposes of CEQA.

The DEIR's failure to adequately analyze the General Plan's potentially significant adverse impacts regarding land use, housing and population provide three examples of the legally deficient approach taken throughout the DEIR.

a. Land Use

The DEIR acknowledges that the General Plan will "substantially alter the existing land use pattern. This alteration would consist of changes in current uses, redevelopment of currently underdeveloped areas, and new development of currently underdeveloped areas." DEIR at III-1. The DEIR fails to evaluate these or any of the other potentially significant adverse impacts of the General Plan's land use policies, including but not limited to displacement of households due to the loss of at least 1,338 residential units through

¹¹ See also Citizens of Goleta Valley, 197 Cal.App.2d at 1177 (CEQA requires a "good-faith effort at full disclosure"); CEQA Guidelines § 15151 (same); Residents Ad Hoc Stadium Committee, 89 Cal.App.3d at 287 (public officials must "make an objective, good-faith effort" to comply with CEQA by taking a "'hard look' at environmental consequences").

redevelopment or private market removal¹², disruption or divisions of the physical arrangements of established communities and alteration of community character, insufficient acreage devoted to residential use and insufficient density levels to meet the demand for affordable housing at all income levels, and insufficient public services and infrastructure.

Instead of an objective analysis of potentially significant adverse impacts, the DIER merely describes two General Plan policy responses -- that the city shall link the rate of growth to the provision of adequate infrastructure and that the city shall attempt to maintain a jobs-housing balance, DEIR at III-2. These policies are not evaluated or analyzed, nor is it made apparent how these policies will be implemented. Nonetheless, without any analysis whatsoever the DEIR then concludes that the land use impacts of the General Plan are insignificant. DEIR at III-2.

b. Housing

Another example of the DEIR's failure to address adverse impacts and its use of post hoc and circular rationalization is in its discussion of housing impacts. Again, the DEIR initially acknowledges potentially significant adverse impacts -- that there will be a tremendous jobs-housing imbalance and that 1,350 residential units will be lost citywide. DEIR at III-4. The DEIR ignores other potentially significant adverse impacts on housing, however, including rising land costs, inflated housing prices, and displacement of lower and moderate income households.¹³ The Draft Housing Element also inadequately analyzes these impacts, to the extent it discusses them at all.¹⁴

Next, the DEIR goes on to describe several General Plan policies which ostensibly address the two adverse impacts identified. DEIR at III-4 and III-5. There is no effort to evaluate or analyze whether the policies will be able to address the adverse impacts. In fact, none of the policies "have even the remotest possibility of correcting the jobs/housing imbalance," according to Dr. Devine.¹⁵

Again, despite the lack of any analysis or objective evaluation, the DEIR reaches the conclusion that the housing

¹² DEIR at II-4, Table II--1. The basis for this seemingly low estimate is not provided.

¹³ See Devine letter, at 9.

¹⁴ See Devine letter, at 3-4.

¹⁵ See Devine letter, at 8-9.

impacts are deemed to be insignificant for the purposes of CEQA. DEIR at III-5. According to Dr. Devine, "this statement challenges economic rationality,"

In other words, a plan that produces a housing deficit has no significant impact. As urban planners and real estate economists we can assure you that using the standards and conventions of our professions there is not the slightest doubt in our minds that such a condition will have significant adverse impacts, especially for very low, low and moderate income households in West Sacramento and surrounding areas that will confront, as a result of the imbalance between supply and demand, rising land costs, inflated housing prices and displacement.¹⁶

c. Population

The final example of the DEIR's failure to adequately address significant adverse impacts is its discussion of population impacts. The DEIR acknowledges that the Draft General Plan will significantly increase the population (by adding 50,000 new residents), shift its location and accelerate its growth. DEIR at III-6. The DEIR also acknowledges that this impact on population is substantial. DEIR at III-7.

Despite these acknowledgements, the DEIR merely lists three General Plan policies that purport to address population related impacts. DEIR at III-6. Based apparently on these policies, but again with no analysis whatsoever, the DEIR goes on to dismiss the significance of the population-related impacts in a single sentence. DEIR at III-7.

In each of these three examples (land use, housing, and population) the conclusion reached in the DEIR--that the proposed General Plan will have no significant adverse impacts--simply cannot be accepted at face value. The purpose of CEQA is not to "whitewash" the environmental consequences of a proposed project; it is to assess those consequences objectively and, having done so, to allow the decision makers to act based on full disclosure. In this case, the City has sought to use the EIR process to rationalize away those impacts. In so doing, it has fundamentally misunderstood CEQA's review process and the City's role in it.

2. Mitigation Measures Not Addressed

CEQA requires that an EIR identify measures to mitigate significant adverse impacts. Guidelines § 15126(c). In its

¹⁶ See Devine letter at 9.

discussion of impacts on land use, housing and population, as well as for other elements of the General Plan, the DEIR fails to identify or discuss measures to mitigate adverse impacts. DEIR at III-2, III-6, and III-7. The DEIR apparently assumes, again without any analysis, that the General Plan policies themselves sufficiently mitigate adverse impacts.

With particular regard to the Draft Housing Element, the DEIR lacks an objective evaluation or analysis of the ability of the Housing Element policies and programs to mitigate adverse housing impacts, as CEQA requires. An independent review of these policies and programs reveals that they cannot be deemed adequate or responsive.¹⁷

3. Insufficient Description of Cumulative and Long Term Adverse Impacts

CEQA requires that the adverse "cumulative and long-term effects of the project" be described. Guidelines § 15126(e). The DEIR makes no real attempt to describe these impacts, just as it fails to adequately analyze other significant adverse impacts. DEIR at IX-2.

4. Growth Inducing Impacts

Growth inducing impacts of the General Plan must also be discussed in the DEIR. Guidelines § 15126(g). The DEIR in a very perfunctory way states that the General Plan policies, programs and proposals attempt to address all of the potentially adverse implications of growth, but provides no objective analysis or justification for reaching the conclusion that these impacts are mitigated in the General Plan. DEIR at IX-2.

5. Significant Irreversible Environmental Changes

CEQA also requires analysis of significant irreversible environmental changes involved with the General Plan. Guidelines § 15126(f). Once again, the DEIR's analysis is perfunctory, and makes no effort to analyze irreversible changes such as the displacement of low and moderate income households. DEIR at IX-2.

6. Alternatives

CEQA's requirement that an EIR discuss alternatives to the project is found in Public Resources Code §21100(d), which provides that one of the features of an EIR is a "detailed statement setting forth . . . [a]lternatives to the proposed project." The CEQA Guidelines amplify the nature of this requirement, stating that the EIR must describe "a range of

¹⁷ See Devine letter at 8.

reasonable alternatives to the project . . . and evaluate the comparative merits of the alternatives." Guidelines §15126(d) (emphasis added).

To be included in an EIR, an alternative need not attain all of the project's objectives:

[The EIR] shall focus on alternatives capable of [reducing or eliminating] any significant adverse environmental effects . . . , even if these alternatives would impede to some degree the attainment of the project objectives, or would be more costly.

Guidelines §15126(d)(3) (emphasis added). If the EIR includes a specific proposed project or "preferred" alternative, the EIR must explain why the other alternatives were rejected in favor of the proposal. Guidelines §15126(d)(1). When an EIR fails to fulfill these requirements by including a full and complete discussion of reasonable project alternatives, the EIR must be invalidated. See, e.g., Woodland Hills Residents Ass'n, Inc. v. City Council, 26 Cal.3d 938, 950 (1980) (improper analysis of alternatives to proposed residential subdivision); San Bernardino Valley Audubon Society, Inc. v. County of San Bernardino, 155 Cal.App. 3d 738, 750-51 (1984) (improper analysis of alternatives to proposed cemetery).

In this case, the discussion of alternatives set forth in the DEIR is inadequate. This is particularly true with regard to the housing impacts of the General Plan. The General Plan Issues and Options Report, which apparently sets forth policy alternatives from which the General Plan policies were chosen, does not adequately identify alternatives to the Draft Housing Element policies and programs. In particular, missing from the Issues and Options Report are pro-active alternatives that the City should consider to address the adverse housing impacts of the General Plan. For instance, there is no discussion in the Issues and Options Report of inclusionary zoning policies, commercial development fees that would be used to build affordable housing, setting aside more than 20% of tax increment monies in the Redevelopment Agency's low and moderate income housing fund, or committing the City and Redevelopment Agency to producing affordable units in addition to replacing those lost through redevelopment, to name but a few alternatives.

III. CONCLUSION

We hope that these comments will be addressed promptly by the City. Given the deficiencies in the Draft Housing Element and DEIR, we request that further study and analysis of the City's existing, projected and special housing needs be conducted, that the City's quantified housing objectives be

revised accordingly, that additional programs responsive to the housing needs be included within the Housing Element, and that the DEIR be rewritten and recirculated as a draft for further public comment.

Sincerely,


Legal Services of Northern
California
By: David E. Jones
Attorney at Law

October 9, 1989

Joseph Goeden
City Manager
City of West Sacramento
2101 Stone Blvd.
West Sacramento, CA 95691

Dear Mr. Goeden:

Our firm has been asked by the Legal Services of Northern California to review and analyze the City of West Sacramento's draft General Plan (GP) and the draft Environmental Impact Report (EIR) mandated by the California Environmental Quality Act (CEQA) to assess the environmental implications of the proposed plan and "inform governmental decision makers and the public about the potential, significant environmental effects of proposed activities." Consistent with the charge given to us, we have given special emphasis to the Housing Element of the draft GP and the portion of the EIR that addresses housing issues.

A statement of our firm's capabilities and a resume are attached to this letter.

HOUSING ELEMENT

Article 10.6, Section 65580 through Section 65589.5 of the California Code recites the legislative requirements for Housing Elements of General Plan documents. It is our judgment that the Housing Element of the draft GP for the City of West Sacramento does not adequately meet the mandated legislative requirements. The rationale for that opinion is stated below.

Section 65583 of the Code recites the required contents of a housing element. In pertinent part, it calls for an analysis "of the locality's existing and projected housing needs for all income levels" and "An analysis and documentation of household characteristics, including level of payment compared to ability to pay, housing characteristics, including overcrowding, and housing stock condition." We believe serious deficiencies exist in the analysis offered in the draft Housing Element.

Vacancy Rate

Page 11-4 of the Element commences a discussion of vacancy rates. It begins by stating that, "the vacancy rate can be used as both an indicator of unused housing stock and as a measure of consumer opportunity for mobility and choice in living accommodations." This is clearly incorrect! The brief discussion of vacancy

concludes with the assertion that, "DOF's January 1988 estimate for West Sacramento was 4.0 percent, which conforms to the vacancy rate generally accepted as ideal, according to the California Department of Housing and Community Development (HCD)." No citation is given for this claim.

Elementary knowledge of housing market analysis strongly suggests that this section of the Element is without value or meaning. Consider the following from Richard Ratcliff, an eminent and widely recognized authority in the field of real estate and land economics:

The gross number of vacancies in the housing may be a misleading statistic... Generalizations to the effect that a 4 or 5 percent vacancy is normal should be viewed with skepticism. The analyst has little use for the concept of a normal vacancy.
(Richard Ratcliff, Real Estate Analysis, McGraw Hill: New York, 1961)

Ratcliff and all other housing market analysts agree that competent analysis of vacancies must examine submarkets within an overall market by type of structure, location, tenure, price or rent class. This was not done and it is a serious defect.

No competent housing analyst, to our knowledge, would ever describe a gross vacancy rate of 4.0 percent as "ideal." In fact, in many major urban areas a vacancy rate of less than 5.0 percent is taken to indicate a state of emergency in the housing market that requires the imposition of price controls.

Overcrowding

Much of the data included in the Housing Element is taken from the 1980 Census of Population and Housing which actually describes conditions that prevailed in 1979. For example, overcrowding data is totally based on this outdated source. Further, the Element does not indicate how overcrowding is distributed within the housing stock. Is it most acute with renters or owners? Is it more prevalent in low cost rental housing? Is it a particular problem with mobile homes? None of these important questions is even raised, let alone competently answered.

Condition

Housing condition is estimated in the Element by a "windshield survey." This means that no surveyor so much as set foot in one housing unit in reaching the conclusion that ten percent of the units in the City need major work or replacement. First, windshield surveys are notorious for their lack of accuracy. The margin for error with this technique is so substantial that 30 percent of the stock could easily fit into the major work or replacement category. Second, the Element does not provide

either the City or the public with any estimate of the cost of replacement or repair and the financial capacity of the owners/occupants to address those conditions. Third, the condition survey did not include hotels and motels with rooms converted to permanent residential use, a likely housing choice for low income households. Fourth, the windshield survey, as unreliable as it is, was not conducted by building inspection experts, so whatever value given to its results must be further tempered by the surveyors' lack of expertise. In sum, it is our opinion that the section of the Element that discusses housing condition does not fulfill the legislative mandate.

Affordability

Pages 11-7 through 11-10 of the Element discuss housing affordability. Again, much of the material used is from the 1980 Census. Housing market conditions in California have changed significantly in the last decade, so much that it is inappropriate to use these data to describe current conditions and project future needs. In almost all urban housing markets in the state, affordability has decreased. This is especially true for low income owners and renters. Therefore, it is reasonable to conclude that the 2,400 households identified in the Plan as overpaying for housing may be seriously understating true conditions. Finally, there is no effort to quantify affordability in the Element as mandated by the legislation. Intelligent and informed public policy cannot be formulated on the basis of planning information that does not report the dimensions of the affordability problems that exist and can be expected to exist. For example, neither the Council nor the general public can discern from the Element whether affordability is as little as \$5.00 per unit per month or as much as \$105.00 per unit per month. This is a flaw of major significance.

Pages 11-9 and 11-10 of the Element discuss current average selling prices for single family homes in the City. It concludes by stating that the annual income required to purchase an average-priced home in West Sacramento in January 1988 was \$28,675. This is interesting but the document does not analyze what portion of the existing population meets that requirement and the nature and extent of the gap for those that cannot exercise effective demand. In addition, it devotes no attention to the fact that the proposed average selling price for units in the Raley's Landing and Lighthouse Marina projects is 1.51 times the January 1988 citywide price. The development of higher priced homes in the City's redevelopment areas will, without question, have an impact on the City's overall housing market, but this is ignored in the Element. For a planning document this is an egregious omission.

Production Needs

Table 11-12 of the Element shows HCD's Fair Share Estimate for the City and the projected need for July, 1991. This amount is

added to an estimate of replacement housing (i.e. removals and demolitions) to produce an estimate of 338 units that need to be produced (see Table 11-13), only 25 of which are to be developed for very low income households. This estimate assumes, without any supportable justification whatsoever, that the January 1989 estimate of need is accurate and that adequate affordable housing for this population currently exists. Evidence must be provided to support this important conclusion. Second, as mentioned previously, estimates of need based on outdated information (the 1980 Census) and surveys with substantial margins of error have no analytical merit or practical utility. Third, in assessing need the Element ignores entirely the impact that \$3 billion of proposed redevelopment activity will have on issues of housing affordability and need. In doing so, the authors of the Element manage to dismiss over a century of economic theory and research initiated by David Ricardo and Heinrich Von Thunen that focuses on changes in bid price gradients and fundamental issues of land economics.

1

Two central questions are left outstanding by this segment of the the Element:

- * Does the City of West Sacramento now contain 4,695 housing units in acceptable physical condition that are affordable for very low income households, 2,227 units for low income households and 2,090 moderate income households; and
- * To what extent will the redevelopment currently proposed for the City produce changes in land values that will, in time, stimulate the displacement of low and moderate income households from affordable housing thereby creating additional replacement requirements.

It is an axiom of urban land economics that major developments such as those envisioned by this draft Plan produce increases in land values of adjacent properties. This is due to actual conversion of land to more productive economic use and expectations of increases in value at some future time. Neighborhoods at the border of Lincoln Center in New York, Moscone Center in San Francisco, the Seattle waterfront and the

1For a review of the pertinent literature see: William Leahy, David McKee and Robert Dean, Urban Economics, The Free Press, New York, 1970; Richard F. Muth, "Urban Residential Land and Housing Markets," in Issues in Urban Economics edited by Harvey Perloff and Lowdon Wingo Jr., The Johns Hopkins Press, 1968; Anthony Downs, "Losses Imposed on Urban Households by Uncompensated Highway and Renewal Costs," in Urban Problems and Prospects, Markham, Chicago, 1970.

San Antonio riverfront offer convincing evidence of this phenomenon.

Locally, the proposed mixed-use developments in the R Street Corridor in Sacramento created significant rises in surrounding land values. Our firm was retained by the City of Sacramento to analyze the feasibility of the construction of affordable housing. We found that new affordable housing around the R Street Corridor was becoming less feasible as a result of rising land values. We recommended land banking to the City to ameliorate further speculation.

We believe that a critical failure of the proposed plan is the lack of attention it gives to the impact that proposed development will most certainly have on housing conditions within the City. Further, this oversight cannot be dismissed on the basis of the unpredictable nature of events because if the proposed development described in the Plan occurs, it will inevitably produce powerful spillovers and externalities.

Special Needs

Section 65583(a)(6) of the Code mandates an analysis of special housing needs. Again, the Element uses 1980 data to address this mandate. Further, it maintains that other than for Southport no changes in demography occurred since that time. There simply is no justification or evidence to assume that a static total population necessarily means that no change has occurred in the special needs population. There is no meaningful correlation between the two figures.

In the discussion of the housing needs of elderly households the Element stresses the applicability of mobile home and trailer parks to this population. It fails, however, to note that these housing resources are extremely vulnerable to conversion in redevelopment areas. Nor does it analyze the age of current parks and the need to replace site improvement infrastructure that typically produces either conversion of the facility to a higher value land use or the replacement of existing homes or trailers with new coaches. The State of California has recognized that condition and provided special assistance to park residents wishing to purchase their sites and thereby insure their long-term occupancy.

The discussion of special needs in the Element does not include an analysis of income for this group. It is impossible to estimate or analyze housing requirements without these cross tabulations. They are needed for elderly, disabled, large families, farmworkers and single parent households.

The Housing Element's discussion of the housing needs of disabled persons is lacking in any analysis. It merely provides numbers from the 1980 census divided by neighborhood. Nothing is said

regarding the resulting need or how to meet that need.

In the Element's discussion of large families, it recognizes the importance of good data but claims that the data is hard to gather and therefore no analysis is provided. In addition, no proposals are provided that would meet the need.

In its discussion of the housing need of farmworkers, it again recognizes the need given "the predominance of agricultural production activities in Yolo County" but claims that need does not exist in West Sacramento. No evidence is provided to support this statement.

According to the Housing Element, families headed by single females have a higher likelihood that they will have lower incomes and thus will encounter difficulty in finding affordable housing. That statement should not come as a revelation to any reader, but it hardly passes for an analysis of the needs of this component of the special needs population.

Finally, the Housing Element discusses the need for housing for the homeless and other persons with emergency shelter needs. It is recognized that the numbers are particularly high and that the problem is worsening. The only housing opportunities mentioned include hotels and "the wooded areas on the banks of the Sacramento River...". The Plan outlines available social services, none of which are provided by the City of West Sacramento and makes no recommendation regarding further assistance.

Governmental Constraints

Section 655839(c) (3) requires the plan to address governmental constraints to the development of housing. The Housing Element states that existing land use regulations "do not operate as constraints to the production of affordable housing." Unfortunately, no evidence is given to support this statement. Cost of land and allowable densities are critical factors to the successful production of affordable housing. These are not analyzed and therefore it is impossible to make this statement with any confidence.

Section 65583(a) (3) requires that City to inventory the available land suitable for residential development. This information would be particularly useful in any attempts to implement actions to provide additional affordable housing. Unfortunately, this requirement has been ignored.

Implementation Strategies

Section 65583 (c)(1) through (5) mandates that the Housing Element include a five year schedule of actions the unit of government intends to undertake in order "to make adequate

provision for the housing needs of all economic segments of the community." This requirement is addressed, albeit most inadequately, in Section 11 of the Element. For the most part, the City will depend on external forces (i.e. private developers and the Yolo County Housing Authority) to accomplish its goals. But no evidence is provided that these entities will respond to the need. Further, as we have noted throughout this memorandum, it is our opinion that the estimate of need upon which the Implementation Programs are based is seriously deficient.

The City proposes to provide a density bonus to developers if they agree to set aside a fixed number of units for low and moderate income households. However, there is no evidence or analysis provided to indicate that developers want or are willing to use this density bonus. On the contrary, there is substantial justification to believe that the bonus, if used at all, will be employed to build market rate units. This is true because allowable rents for moderate income households will approach \$1,000 per month. In effect, a developer building a 100 percent market rate project would also qualify for a 25 percent density bonus. Thus, there is no incentive at all to build units for very low income residents who have the greatest need.

The City also proposes to allow secondary units in single family residential zones with certain restrictions. Again, there is no indication that there is any interest in this program, that it is financially attractive, or that the units will be made available to very low or low income households.

The City intends to pursue a Section 202 loan from the federal government to construct housing for elderly and handicapped households. While this is a good program, a specific site is generally required and none is identified in the Element. In addition, the 202 loan rarely covers 100 percent of the funds required to build a project. Additional funds will be necessary, but the source is not identified.

The Element states that the City may (not shall) use CDBG funds and tax increment funds to subsidize improvements for lower income housing projects, but no projects are identified. Also mentioned with a similar lack of specificity are land write downs and mortgage revenue bonds.

The Element states that the City will establish policies and procedures regarding demolition of housing units. Though it suggests that relocation assistance will be available and replacement housing will be provided, responsibility for fulfilling this promise is not fixed; neither are levels of assistance and time frames. It is one thing to commit to the replacement of a unit under specific terms and conditions and a far different matter to pledge to determine the means for replacing demolished units. The latter is what the Element

provides.

The Housing Fund noted in Number 24 of the Implementation Plan lists "potential" activities. Far greater specificity regarding the intended activities of the Fund should be articulated.

Section 11 of the Element also includes a discussion of the City's goals and policies. Most of these are remarkable for their lack of specificity. For example, the City shall:

- * promote homeownership for low and moderate income households;
- * encourage private reinvestment in older residential neighborhoods;
- * promote continued upkeep of existing mobilehome parks; and
- * endeavor to ensure that a full range of housing types in sufficient supply is available.

Just how these things are to be done is left largely to the imagination of the reader. Goals and policies are not discussed in terms of budget resources and priorities and responsibility for implementation is not fixed.

The final component of the Element is the section on Quantified Objectives. We believe this component of the Element to be of marginal utility for two basic reasons. First, it is based on a faulty analysis of current conditions and secondly it pays no attention to the development expected to occur in the City's redevelopment areas. Lighthouse Marina alone will add 1,600 units of housing to the City's inventory. This is twice the growth planned for in the Housing Element.

Conclusion

It is our opinion that the Housing Element of the draft General Plan has numerous analytical deficiencies. Moreover, these defects are in substantive areas and fatally compromise the Plan's ability to fulfill its legislative mandate. The information provided does not adequately describe current housing conditions for residents of the City and appreciate the impacts of the development projects either planned or in progress. This being the case, there is no way that implementation programs, goals and policies could be deemed adequate or responsive.

ENVIRONMENTAL IMPACT REPORT

Chapter 111 of the Draft Environmental Impact Report (EIR) for the City of West Sacramento's General Plan addresses issues of housing and land use. In general, the section of the EIR is, in

our opinion, inadequate because it fails to identify serious problems and states that mitigation is not necessary for those it does identify.

To its credit, the EIR points out that projected growth will result in a serious imbalance between jobs and housing. Approximately 81,000 jobs will be created which will require about 62,000 housing units. The Plan will only accommodate 19,000 units. Thus, the EIR concludes, "the Draft General Plan would not result in an internal balance between jobs and housing, with job-generation far exceeding housing production."

The EIR also notes that the buildout of the Draft Land Use Diagram would result in the removal of 1,350 dwelling units, most of which would be lost in the Broderick Reuse area. It is not noted, however, that most of the lost units will have been occupied by very low and low income households.

The section of the EIR on the General Plan Policy Response (see 111-4 ff.) is descriptive rather than analytical. No attempt is made to evaluate how well the City's proposed policies will be able to address the conditions identified (i.e. the jobs/housing imbalance and the removal of 1,350 units). This is bewildering because what practical meaning can a policy such as that stated in 11.D.1. (The City shall endeavor to ensure that a full range of housing types in sufficient supply is available near major employment centers in West Sacramento.) have when it is known that there will be a 43,000 unit imbalance. The policy, by any standard of meaningfulness, is absurd. Further, none of the other policies noted have even the remotest possibility of correcting the jobs/housing imbalance.

In a statement that challenges economic rationality, the EIR concludes that, "the primary impacts of the Draft General plan on housing will be substantial in terms of increasing the total housing stock and in changing the composition of the housing stock, but these impacts are deemed to be insignificant for the purposes of CEQA." In other words, a plan that produces a housing deficit of 43,000 units has no significant impact. As urban planners and real estate economists we can assure you that using the standards and conventions of our professions there is not the slightest doubt in our minds that such a condition will have significant economic consequences, especially for the very low, low and moderate income households in West Sacramento and surrounding areas that will confront, as a result of the imbalance between supply and demand, rising land costs, inflated housing prices and displacement. The certainty of this event, to use the poetry of e. e. cummings, is "more first than sun, more last than moon."

With this information, it will be possible to competently evaluate housing needs in West Sacramento. Assuming that there is and will be a serious need for affordable housing, some possibilities for mitigation are described below. We can provide a more detailed description of these if needed.

First, it is crucial that West Sacramento accept a proactive role in the development of affordable housing. As pointed out earlier in this memo, all of the actions recommended in the Housing Element depend on outside forces to develop the housing. Other options include the direct development of housing by the Redevelopment Agency, the development by the Housing Authority, the creation of a non-profit corporation to develop housing, contracting with an existing non-profit housing corporation, or contracting with a private developer.

Additional funding could come from a number of sources. The Redevelopment Agency has the ability to set aside more than the mandated 20% of the tax increment for affordable housing. The development of Raley's Landing and Lighthouse Marina will create such a serious housing crisis that additional increment funds for housing is well justified. A larger proportion of CDBG funds could also be used for the development of housing. Since the expected development in West Sacramento will create a large number of jobs, the need for CDBG funds is in housing rather than economic development.

A mitigation fee charged to the developers of commercial property is a tool that is useful in the development of affordable housing. The fee is based on the jobs/housing imbalance created by the project itself. Developers could have the option of developing the housing directly or paying into a fund to develop the housing off-site.

Setting limits to commercial growth that are tied to the development of housing and limiting the demolition of existing housing units are other tools that will assist in alleviating the imbalance.

Land banking, the purchase of land now for the future development of housing, would be useful as competition for sites increases and prices rise.

These are just a few of the techniques used in the development of affordable housing and would, in part, mitigate the effects of the housing problems in West Sacramento.

Mitigation

Needless to say, it is difficult to recommend specific mitigation without adequate information and analysis of the problem. Therefore, it is important to begin with studies that will provide the City and Redevelopment Agency with better and more recent data. The purpose of these studies would be to identify specific problems, populations and locations that need to be addressed.

A comprehensive study of the existing housing market should be undertaken. This study must include data on:

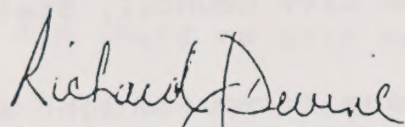
- * Housing conditions (done by competent experts through actual inspections).
- * Vacancy rates (by housing type, location and tenure)
- * A current inventory of affordable housing by location size of unit, affordability by income class.
- * A detailed survey of special needs populations and their housing requirements.
- * An estimate of the current population requiring assisted or low-cost housing.
- * An assessment of the trailer parks and mobile homes as to their condition and their ability to provide long term secure affordable housing.

A second critical area of study includes projecting the housing need in light of the rapid growth expected in West Sacramento. It has already been projected that there will be a serious imbalance between jobs and housing but an analysis of the result of that imbalance is completely lacking. Projections that need to be made include:

- * What will be the effect on land prices and housing prices (both rental and owner-occupied)? This must be divided by the neighborhood.
- * What will be the effect on rents? What portion of the population will be most affected?
- * What is the effect on special populations?
- * Will the imbalance cause displacement and if yes, who will be displaced?
- * Is there speculation occurring? Are there frequent sales in specific neighborhoods?

We would be more than happy to expand on any of these issues and look forward to presenting our findings at the public hearing.

Sincerely,

A handwritten signature in cursive script that reads "Richard J. Devine". The signature is written in dark ink and is positioned above the printed name.

Richard J. Devine

RJD:aeh

Southport Homeowner's Organization
Comments On the General Plan
October 18, 1989

Good Evening Mr. Mayor, Members of the City Council, Staff and Ladies and Gentlemen.

My name is Lydia Peake and I am speaking to you tonight as a resident of the Southport area of West Sacramento and as a board member of the Southport Homeowner's Organization.

My comments, and those of other SHO presenters, will address various issues and aspects concerning the proposed city General Plan.

The General Plan is a very complex, and in our view, a totally unwieldy set of documents for the public to review. As with all other interested parties, we would like to review each element and each issue but there is simply not enough time to do that.

Consequently, we have selected only a few key areas to discuss this evening. This selection does not mean that we do not have serious problems with other areas-we do. We have serious misgivings about the adequacy of the housing element but will not comment specifically because you received extensive and consistent testimony on October 11 concerning the need for a totally revised housing element.

The SHO Executive Board does endorse the recommendation by the City Manager (and concurred in by the General Plan consultant) that the proposed Plan deliberations be extended for up to an additional six months. We suggest that the public hearing process be extended as well.

The SHO presentation tonight is divided into three parts. First,

we will introduce our most recent planning document into the General Plan process. Second, we will challenge the adequacy of the Environmental Impact Report supporting the proposed General Plan and third we will make miscellaneous comments about various aspects of the proposed Plan.

Issues and Standards is the first topic.

The Southport Homeowner's Organization wishes to introduce its document titled "Issues and Standards for Quality Development, dated June 1989, as partial comment on the proposed General Plan. The thrust of that document addresses the Newport Specific Plan. However, SHO feels very strongly that the issues and standards included in that document are fully applicable to any residential development throughout the city. Topics in that document include riverfront parkway, traffic and circulation, bridges, Jefferson Boulevard, streets and roads, land use, housing stock, public improvements, esthetics, vegetation, greenbelts, pedestrian walkways/bikeways, wildlife travelways, equestrian trails, noise control, air quality, insect and weed abatement, openspace, and recreational and river access.

There are a few specific numbers in that SHO document which are appropriate only to the Newport Specific Plan and should be viewed as such. However, the development and subdivision standards are widely applicable to any West Sacramento residential development. After the SHO review of the proposed General Plan information, we have concluded and recommend that a residential population cap for all of the Southport area be set at 10,000 people. This revises the SHO population figure given for just the Newport Specific Plan.

area. This revision was absolutely essential given the enormous impacts on the Southport area which will result from extensive development such as traffic, and traffic flow and circulation; air and water quality; impacts on flora, fauna and natural resources; and the cumulative impacts of numerous development projects as contemplated in the General Plan.

Adequacy of the Environmental Impact Report is our second topic.

The Southport Homeowner's Organization hereby challenges the adequacy of the proposed General Plan Environmental Impact Report based on the following general issues:

1. Degradation of air quality and the likely creation of extensive air pollution,
2. Degradation of water quality and possible impacts on the availability of adequate, clean water,
3. Cumulative impacts caused by extensive industrial growth planned for both sides of the Barge Canal and the Deep Water Ship Channel, and residential growth especially in the Southport area, and resulting noise and visual pollution,
4. Impacts on flora and fauna,
5. Changes in air quality standards,
6. Changes in water quality standards,
7. Potential loss of residential values due to proximity to planned industrial growth,
8. Impacts of traffic on transportation and circulation systems and on residents of West Sacramento,
9. Impacts on health care systems and on education, and
10. Permanent loss of various agricultural lands.

SHO is convinced that the General Plan EIR is seriously flawed because not only does it not clearly identify all of the impacts of planned development or the cumulative impacts of such growth

but it does not adequately mitigate these impacts.

I would like to introduce Averil Leach, our second presenter.

Our third topic includes miscellaneous comments on various aspects of the proposed General Plan.

The SHO is very sensitive to the needs of all of West Sacramento and that these needs may differ from area to area. For example, my wife's parents live in Bryte and we see very clear needs for that area. As mentioned earlier, going through the entire General Plan would be a very laborious and tedious process; so we have to focus on selected items in Southport.

LACK OF EFFECTIVE PUBLIC INPUT

We are very concerned about the lack of effective, and I emphasize the term effective, public input to the process. We commend the City Council for their open-forum policies; we condemn the General Plan consultant and Planning Commission for not including the public's desires and views-no matter how strongly stated.

For example, in the Fiscal Analysis portion of the General Plan, dated June 29, 1989, on page 3 concerning development assumptions, it states that "Judgements were based in substantial part on local knowledge about development proposals, plans and ideas of developers and landowners". What about the needs, wants and desires of all the other citizens of West Sacramento? What happened to the extensive public input?

A second example relates to a bridge over the river at Sutterville Road. From the time of the Urban Design workshops, through the "issues and options" and into the proposed General Plan discussions, the overwhelming majority of comment has been not to

cross the river at Sutterville Road. Virtually no one, it seems, on either side of the river wants that bridge, yet it is still in the General Plan. We demand an explanation of why this is so in spite of overwhelming sentiment and reason against it! Can you image the truck and other traffic that will use that bridge and West Sacramento streets to go through our City both to and from Interstate 5?

MAINTAIN RURAL QUALITIES

One of the General Plan policies is to maintain the rural qualities in West Sacramento. The policy says "The City shall seek to preserve West Sacramento's small-town and rural qualities, while recognizing the existing city commitment to new projects and accommodating region-serving development in certain areas of the city and in certain segments of the economy." The policy was established in the proposed plan and then totally ignored throughout all of the documentation. What happened to the rural ambiance that most residents want? At build out of this proposed General Plan, an additional 50,000 plus people will live in the confines of West Sacramento to total 80,000 or more residents; 40,000 of these new people will live in Southport. Can anyone in this room state that rural qualities will be protected with 40,000 new people in Southport? Put another way, for every three people in Southport now, 40 additional people will arrive and live and drive their vehicles. Or, there will be 43 people in line to buy groceries or bank where there are now three! The written policy to protect the area's rural character is a sham!

GENERAL PLAN SUPPORT STUDIES

And, of course, it is abundantly clear that all of the peripheral studies that purport to support the proposed General Plan on financing, traffic, bridge/access needs, sewer and water and other infrastructural needs etc. are based on these totally erroneous population numbers. It is a matter of logic that given an incorrect premise, the results too must also be wrong. Since they are wrong, they must be changed!

SOLAR ACCESS

The United States now imports more than 50% of its oil; this is more than at any time in the last 25 years; the trends are clear and alternative energy forms can provide some relief.

SHO has repeatedly requested that subdivision design be required to include solar access; that is access to sunlight for heating, and perhaps, cooling of buildings. The proposed General Plan merely states that solar access should be "considered" in the design phases. This is wholly inadequate.

SHO has not, and is not requesting that the use of solar energy systems be required. Such use should be left to the discretion of the individual owner. We are requesting that an individual have an option to use solar energy systems because the subdivisions are laid out in such a way as to be compatible with using the sun's heat. We ask again that solar access be required in all subdivisions and not merely be a consideration which really has no meaning.

PARKS AND OPEN SPACE

SHO favors at least one large regional park. We also request that the existing, undeveloped riverfront within the city limits be

permanently protected from development. A strip of land that cannot be developed (with 1200 feet width as the goal) would afford adequate protection for use by people and wildlife. This open space need not be 1200 feet wide in all areas nor extend the entire length of the river from the Barge Canal to the southern city limits but the city should maximize this open space to the fullest possible extent.

REDEVELOPMENT AREA AND IMPACTS

SHO applauds the consultant's determination that too much of the city land area (and especially vacant land) is in the redevelopment area. To have 44% of the city land area in redevelopment seems very excessive--especially considering that much of that land is vacant.

Because of the fiscal importance of redevelopment to the city, SHO once again requests that staff and consultants provide several workshops on redevelopment including how the agency functions, the pros and cons of using redevelopment funds, and the various financing mechanisms that accompany redevelopment. Residents have a right to understand the fiscal impacts of redevelopment on the general fund, the redevelopment funds; and a right to understand what it means to have almost one-half of the city's land in redevelopment. It seems unreasonable to us that deficit spending and deficit financing due in large measure to using redevelopment concepts should be built into the General Plan of a three-year old city!

I would like to introduce Roger Peake, our last presenter.

EXTENT OF INDUSTRY IN THE CITY

SHO questions the need for more industry south of the Barge Canal given the Port's 500-acre project. Presumably, Dennis Clark, Port Director, was correct in stating to the City Council that the Port can do anything it wants with its land even if the city wishes otherwise. Prudent planning would call for 500 acres of industrial growth on their land. And that is enough industry in Southport. The Port area should be deleted from the Redevelopment Area. | 1

QUAD INITIATIVE

As an organization, SHO does not support the QUAD initiative that would rezone the Southport Industrial Park to fullscale residential and commercial uses. And as we noted, we do not favor industry there. Commercial and residential growth on a full-blown scale would seriously aggravate the existing and near/moderate term access, traffic, and circulation problems.

We recommend a full, honest, and open dialogue on the use of this area.

Further, it was stated to this city council that the City of Davis derives 90% of its property tax from residential uses; the City of Woodland, 80%. Clearly, industry is not the only way to maintain fiscal solvency and integrity. It is time that land use decisions be made on bases other than the owners and their personalities.

REGIONAL SHOPPING CENTERS

SHO does not support large regional shopping centers due to the huge population necessary to support them. We're concerned that some of that population base is in Sacramento with numerous access

and traffic problems that could result to move them to West Sacramento to shop.

TRAFFIC AND CIRCULATION

The last topic SHO wishes to address is traffic and transportation impacts. The City Council is in favor of nothing less than a level of Service (LOS) C throughout the city. So why does the General Plan build in LOS D and F? Note the comments in the Policy Document, page II-25.

Further, Cal Trans says that LOS D does not bother them on Jefferson Blvd. Who cares about Cal Trans - they do not have to drive the streets in those conditions- we all do! A LOS F at Park Blvd. and Jefferson Blvd. after improvements is totally unacceptable and the Plan consultant should be admonished for even suggesting it.

Using standards found in the proposed General Plan, SHO has derived its own traffic count figures (trips per day) that significantly exceed those noted in the proposed General Plan. The issue is not the figures themselves-rather the impacts on Southport (and also other areas of the city) due to the most reasonable expectation of bridges to improve Southport access. A further issue is that the General Plan consultant has not considered all of the likely traffic that will result.

SHO concludes that a minimum of 170,000 trips per day into and out of Southport would be handled by only two bridges including an improved Jefferson Blvd. bridge of four lanes (it should be six lanes at a minimum) and an industrial bridge across

the Barge Canal of two, and perhaps, four lanes. Our calculations are made realistically concluding that the Enterprise Bridge and a river crossing at Sutterville Road (or South of there) are not going to happen for many years-if ever. They just will not likely be built during the life span of this proposed General Plan!

Trips per Day (Peak)
into/out of the Southport Area

A. <u>Residential only</u> (6 trips per day for 14,545 dwelling units). The number of DU is 40,000 people divided by 2.75 people per dwelling)	87,000
B. <u>Industrial Only</u> (13,000 employees per day @ 3 trips per employee per day)	39,000
C. <u>Sales, delivery, and service</u> to commercial/industrial areas. (Assume 35% of industrial total)	13,000
D. <u>Government services</u> including fire, police, other emergency and other public. (Assume 5% of total traffic)	8,000
E. Miscellaneous including local, and agricultural traffic and drive-through traffic. (Assume 15% of total traffic)	21,000
Basic Minimum Total Traffic	170,000

Given that only two bridges will realistically handle this traffic, some 100,000 vehicle trips per day will use the Jefferson Boulevard bridge- such a total is completely unacceptable.

In the proposed General Plan it says "Roadway segments listed in Table IV-2 of the Draft EIR are anticipated to experience travel demands in excess of LOS C capacity and are therefore considered to be significantly adversely impacted".

Even this statement indicates a willingness by the General Plan

consultant to build in a totally unacceptable adverse impact. It is not acceptable to note it; it must be mitigated. The statement also unrealistically includes the Enterprise Bridge and a river crossing at Sutterville Road. These bridges won't be built in the near future; therefore, it is obvious that impacts on the two bridges that are likely will be extreme and severe.

SHO RECOMMENDATIONS

The Southport Homeowner's Organization recommends:

1. The City Council and General Plan consultant form citizen committees to evaluate, and considerably improve each of the various elements to the proposed General Plan. Each Committee should work directly with a committee of one or two council members and the General Plan consultant to redraft a realistic General Plan.
2. The City Council direct staff to hold several workshops in the very near future on redevelopment concepts.
3. The City Council set a population cap or maximum for the City of West Sacramento in general, and the Southport area specifically. SHO recommends a 10,000 population cap for Southport. Upon establishing these population capacities, the City Council should direct the General Plan consultant to then provide an entirely updated set of numbers throughout the proposed General Plan documentation. This information should then be provided to the citizen/council member committees as their starting points for revising the various plan elements.

This concludes the comments by the Southport Homeowner's Organization. Thank you.

Patricia Stratfull
190 D Linden Road

Recd 10-18-89
59 Lmk

October 18, 1989

Dear incoming Mr. Mayor and City Council Members

Over the past 30 years our East Yuba area has been guided in development by three plans. 1-the Master Plan of the County of Yuba (1959) 2-the East Yuba General Plan (1976) 3-the Southport Area Plan (1982)

The first plan was drawn up over a two-year period in a private consultant. The second was formulated over twenty months time by a group of fifteen dedicated local citizens under the direction and guidance of the Yuba County Planning Department. That committee began with 33 people but as time went on many dropped out of participation. The third plan represented the views of 9 persons — few of whom lived in the area of East Yuba covered by the document. One was a short time resident of Southport.

The 1959 Plan spoke in relation to population increase — "of East Yuba's role as a residential suburb to persons employed in Sacramento". In other words A Bedroom Community. (Something we do not want to be known for in the future.) The plan pointed out that "50,000 acres along the channel could be made available to industry — but only 1/10 of that amount need be set aside for industrial needs in the foreseeable future". That was 30 years ago! How long is a "foreseeable future"?

Patricia Stratfield
190 D Linden Road

October 18, 1967

Now, the citizens of our City have the opportunity to make our own decisions on the growth and development of the area.

An ambitious General Plan has been put together by Martin and Associates and associated consultants. This plan consists of many more precise studies than any of the other three.

These studies are, for the most part, quite technical — only decipherable by engineers and other consultants. The figures presented (in some) are based on "assumptions". These assumptions are based on projections of population and land use. I find it difficult to rationalize the figures presented, when in fact you — the City Council — have not yet set lot/acreage sizes for residential use nor designated land uses. Unless, of course, you are going to accept the figures presented in the studies as "gospel" and make no changes — that would be folly.

The public is asked to comment on this General Plan EIR which consists of six documents and some changes.

An EIR, by law, is required to be done in a manner easy — repeat easy — understood by the general public — THIS ONE IS NOT.

Patricia Stratfull
190 D Linden Road
October 18, 1989

I truly doubt that 1-in-20 people of the public in this room has read the entire documentation.

How can the public comment knowledgeably when in fact they do not understand what they are reading and trying to study?

I hope the six month extension for completion of the General Plan will be granted. Then more time can be devoted to better inform the public in all aspects of the Plan. You did make a good start with the flyer sent out last month. I thank you for that. It would be helpful if you could follow up by dividing that map up into smaller sections of the City and on each show the changes proposed for what each area is designated now. I believe the general public needs appreciate that language - they might not take time to read a copy of the whole plan, but sections (maps) printed in the local paper over a period of time should get them interested.

Now on to other matters. There is much too much area of the City dedicated to Redevelopment. It will bankrupt the Communities as stated in the Constitution. You - the Council - are in authority to change the boundaries. But the areas of need - such as Lexington Lake area - and remove the agricultural land in the Southport area from the designation. Help your neighbors - not Stouffer.

Patricia Stutfull
890 D Linden Road

October 18, 1984

There is an overabundance of industrially designated land in the Southport area. The Port's property should be allowed to develop but with restrictions to protect the residents closest to the area. The rest of the land designated industrial (all types) should be reassessed for better uses.

I hope the Council realizes the need in the community for a regional park. The Pineyashway in Southport as proposed by SHC deserves a great deal of consideration.

The community lost a large amount of Pinepoint recreational area with the coming of the Lighthouse Marina Project. That is a shame. It should have been better protected for today's citizens and future generations. Now is the time to protect the rest of our Pinepoint as well as our canal and channel access.

On the Pink DEIR Figure 11-2 is a good idea map for the regional park proposed at the Northeast area of Southport. There is much better use of that land.

Lastly, I urge you to declare a moratorium on any more subdivisions (lot splits) in Southport until the General Plan is adopted. Many many more applicants come to the Planning Commission for this. Most are granted so one by one, little by little the land use is being changed - always with the note that it will be in or near conformance with the proposed General Plan. What happens if you change the proposed General Plan? Thank you

The Chamber generally supports most of the obvious growth occurring on the Sacramento River and potentially viable at the Port; and it believes that great potential for additional positive development is only available by boldly planning new uses of our transportation and circulation system.

C. The Importance of the *General Plan's Environmental Impact Report* as the Base for Current and Future Projects.

The environmental evaluation supporting the *General Plan* is an extremely valuable tool for correctly and legally fulfilling the City's objectives. Because of its thoroughness and timeliness, it can - and should - be used directly to preliminarily evaluate proposed developments. The Chamber strongly endorses the statement in the *Policy Document* (page 4), that the *General Plan Environmental Impact Report* (EIR) analyzes the impacts and implications of the *General Plan*:

"The final EIR has been adopted as a Master Environmental Assessment to facilitate and streamline the CEQA review process for subsequent projects." [Emphasis added.]

The Chamber strongly encourages the Council to highlight and emphasize this function of the *General Plan's* EIR. We strongly recommend that the Council discuss publicly, and especially with its Planning Department Staff, how the *General Plan's* EIR should be actively used to expedite thorough initial evaluations of proposed developments.

D. A Tough Problem: Housing.

The proposed housing element has spurred significant, sometimes heated but mostly thoughtful, and hopefully constructive discussion between

The first part of the document is a letter from the President of the United States to the Congress. The letter is dated October 10, 1918, and is addressed to the House of Representatives. The President is discussing the state of the country and the progress of the war. He mentions the recent victory at the Battle of Meuse-Argonne and the signing of the Armistice. He also discusses the economic situation and the need for continued support from Congress.

The second part of the document is a report from the Secretary of War to the President. The report is dated October 10, 1918, and is addressed to the President. The Secretary is discussing the military situation and the progress of the war. He mentions the recent victory at the Battle of Meuse-Argonne and the signing of the Armistice. He also discusses the economic situation and the need for continued support from Congress.

The third part of the document is a report from the Secretary of the Navy to the President. The report is dated October 10, 1918, and is addressed to the President. The Secretary is discussing the naval situation and the progress of the war. He mentions the recent victory at the Battle of Meuse-Argonne and the signing of the Armistice. He also discusses the economic situation and the need for continued support from Congress.

The fourth part of the document is a report from the Secretary of the War Relocation Authority to the President. The report is dated October 10, 1918, and is addressed to the President. The Secretary is discussing the situation of Japanese-Americans and the progress of the War Relocation Authority. He mentions the recent victory at the Battle of Meuse-Argonne and the signing of the Armistice. He also discusses the economic situation and the need for continued support from Congress.

APPENDIX I

CHANGES TO THE FINAL DRAFT LAND USE DIAGRAM

The following changes were made to the *General Plan Land Use Diagram* following publication of the *Final Review Draft General Plan Policy Document*. None of these changes would result in a significant change in the impact analysis contained in this *Final EIR*, and none would have a significant impact on the environment.

1. Change the land use designations on two parcels between Stone Boulevard and the barge canal (see Attachment I-A, Diagram Change 1). This change corrects a drafting error and affects approximately five acres.
2. Change the land use designations on the two corners at Jefferson Boulevard and Alameda Street from Low Density Residential (LR) to Special Study Corridor (SSC) (see Attachment I-A, Diagram Change 2). These changes combined affect 0.442 acres.
3. Change the land use designation along the Sacramento River south of Davis Road from Open Space (OS) to Water-Related Commercial (WRC) (see Attachment I-A, Diagram Change 3). This change corrects a drafting error and affects only about an acre of land on a 56-acre parcel.
4. Change the land use designation on the southeast corner of 4th and C Streets from Medium Density Residential (MR) to Community Commercial (CC) (see Attachment I-B, Diagram Change 1). This is a 0.147-acre parcel.
5. Change the land use designation between West Capitol Avenue and Evergreen Avenue from High Density Residential (HR) to Community Commercial (CC) (see Attachment I-B, Diagram Change 2). This affects about one acre of a three-acre parcel.
6. Change the land use designation on the east end of Sellers Way from High Density Residential (HR) to Light Industrial (LI) (see Attachment I-B, Diagram Change 3). This is a 0.83-acre parcel.
7. Change the land use designation on the southwest corner of Davis Road and Jefferson Boulevard for two acres from Planned Residential (PR) to Neighborhood Commercial (NC) (see Attachment I-B, Diagram Change 4).
8. Change the land use designation for the parcel at the northwest corner of the intersection of Reed Avenue and I-80 from Light Industrial (LI) to Mixed Commercial/Industrial (MCI) (see Attachment I-C). This is a 16.9-acre parcel.
9. Change the land use designation for the parcels between Stillwater Road and I-80 from Heavy Industrial (HI) to Mixed Commercial/Industrial (MCI) (see Attachment I-C). These parcels total 35.5 acres.
10. Change the land use designation for a parcel at the southwestern corner of the Southport Industrial Park area from Planned Residential (PR) and Open Space (OS) to Water-Related Industrial (WRI) (see Attachment I-D). This corrects a drafting error.
11. Change the land use designations on the eastern border of Southport Industrial Park to provide for a 300-foot wide strip of Recreation and Park (RP) with a 500-foot wide strip of Light Industrial (LI) band immediately to the west (see Attachment I-D).

12. Change the land use designation on two parcels south of Channel Drive East of Enterprise Boulevard and north of the Deep Water Ship Channel (APN 67-050-75 and 67-050-76) from Water-Related Industrial (WRI) to Heavy Industrial (HI) (see Attachment I-E).

While changes 8 and 9 would together change land use designations for 52.4 acres from Light Industrial (LI) and Heavy Industrial (HI) to Mixed Commercial/Industrial (MCI), the changes would not result in a significant change in the impact analysis in this EIR and would not have a significant impact on the environment.

Based on these changes, the number of peak-hour trips would increase by less than 500. This would not result in any nearby intersections or roadway segments exceeding the policy level of service criteria specified in the *General Plan Policy Document* (Policy III.A.2).

Impacts on the water system, sewage collection and treatment systems, and the drainage system would not change, since similar impact assumptions are used for the Light Industrial (LI), Heavy Industrial (HI), and Mixed Commercial/Industrial (MCI) land use designations. No additional water, sewage, or drainage facilities would be required as a result of these land use designation changes.

Impacts on other public services and on the natural environment would be essentially unchanged. The fiscal impacts of the changes would likely be positive, since the change would allow for retail commercial activity which would generate additional sales tax revenues.

Diagram Change 1

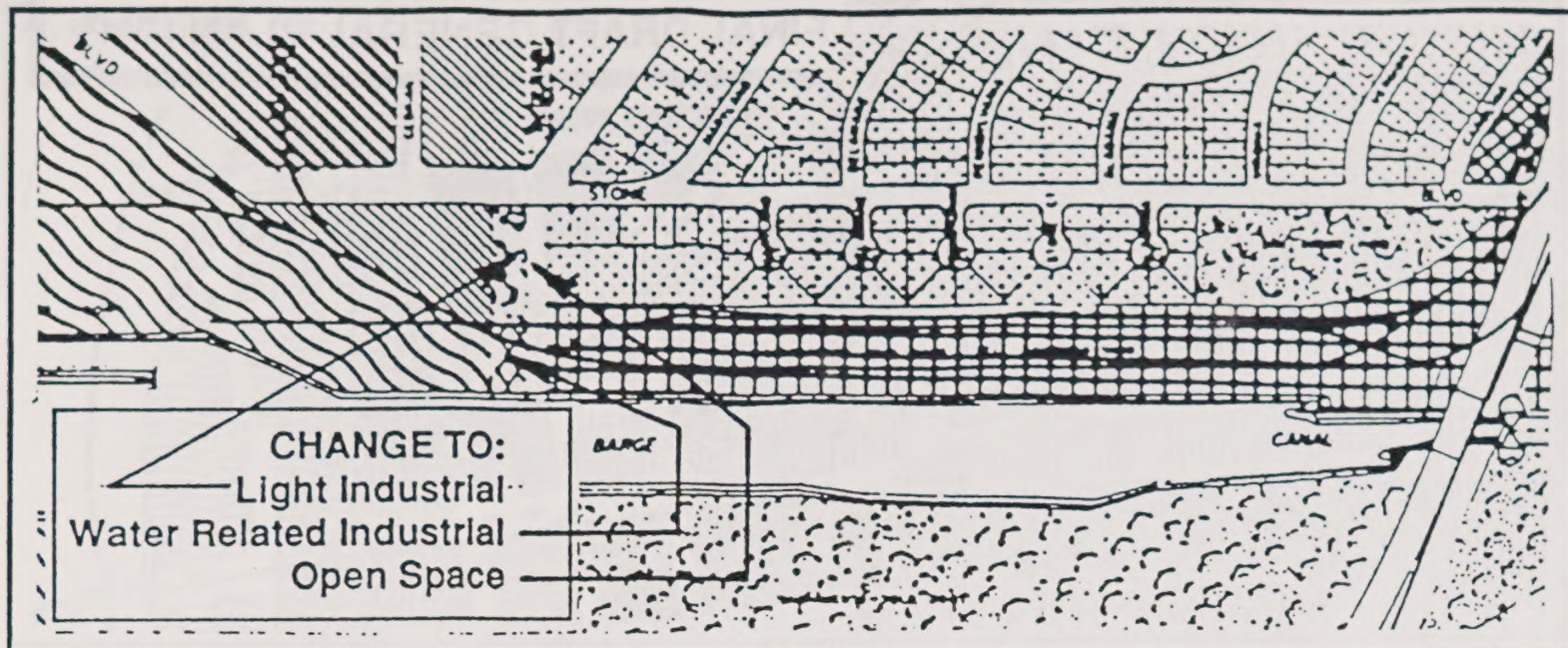


Diagram Change 2

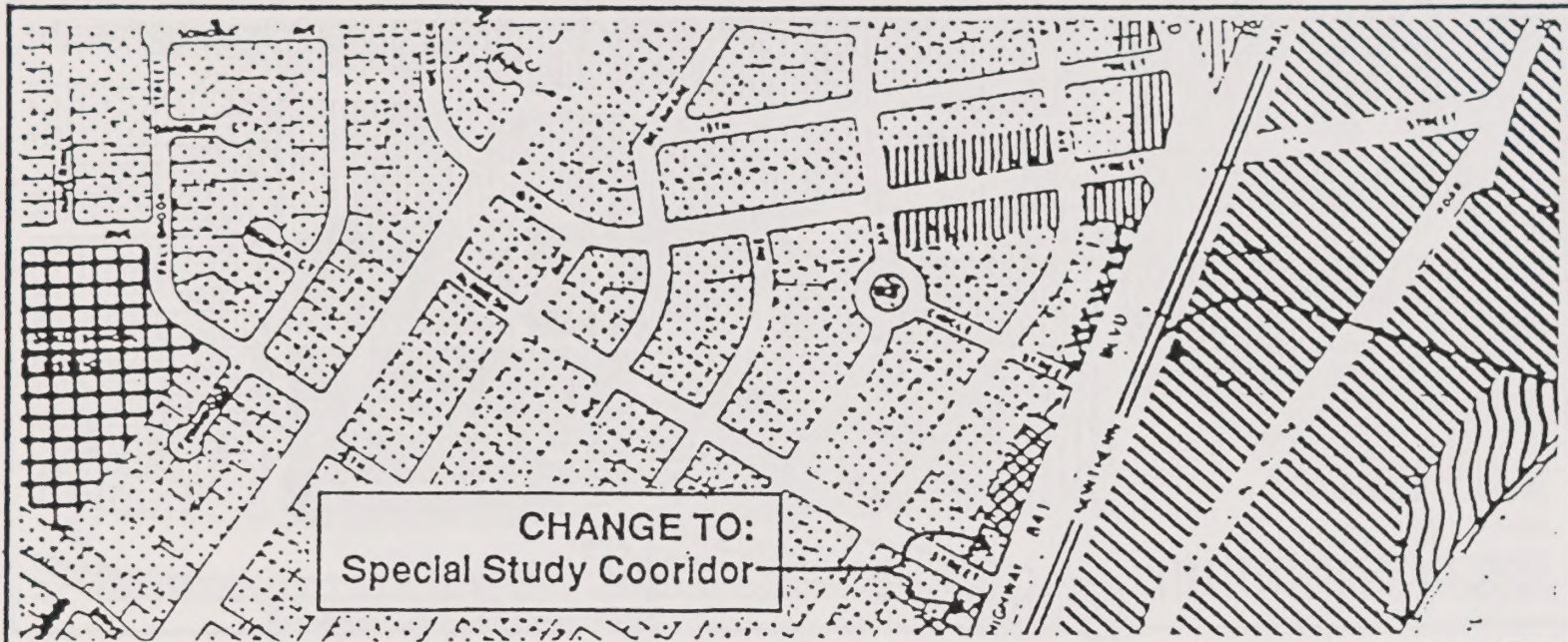
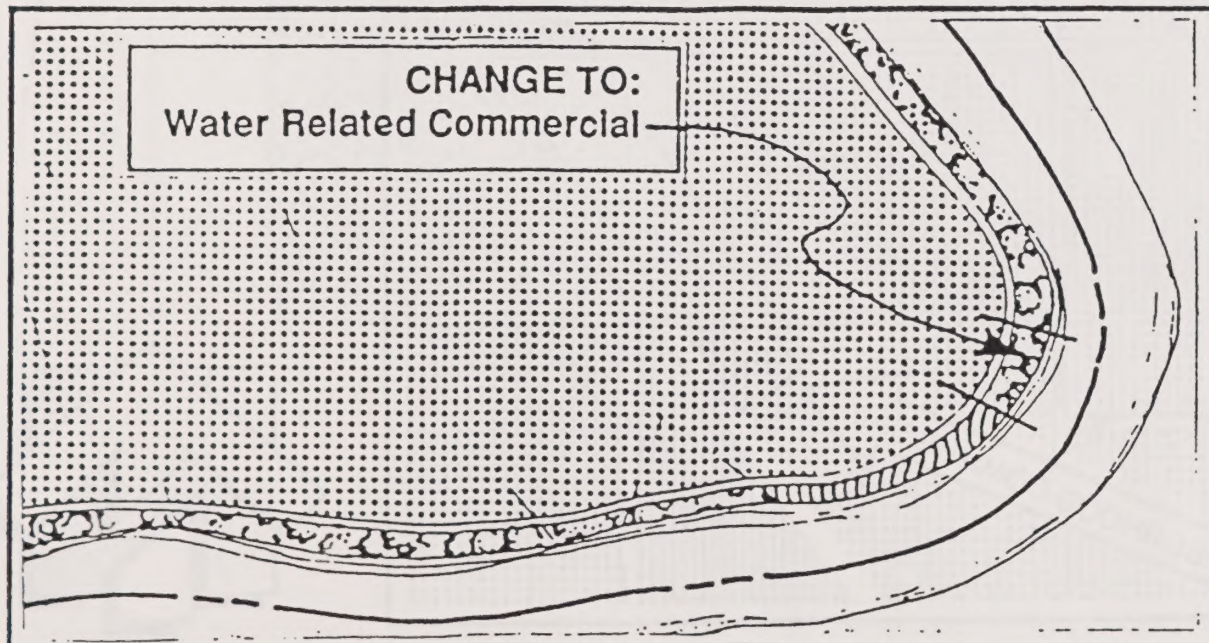


Diagram Change 3



ATTACHMENT I-B

Diagram Change 1

PLANNING COMMISSION
PROPOSED AMENDMENTS TO
FINAL DRAFT GENERAL PLAN MAP

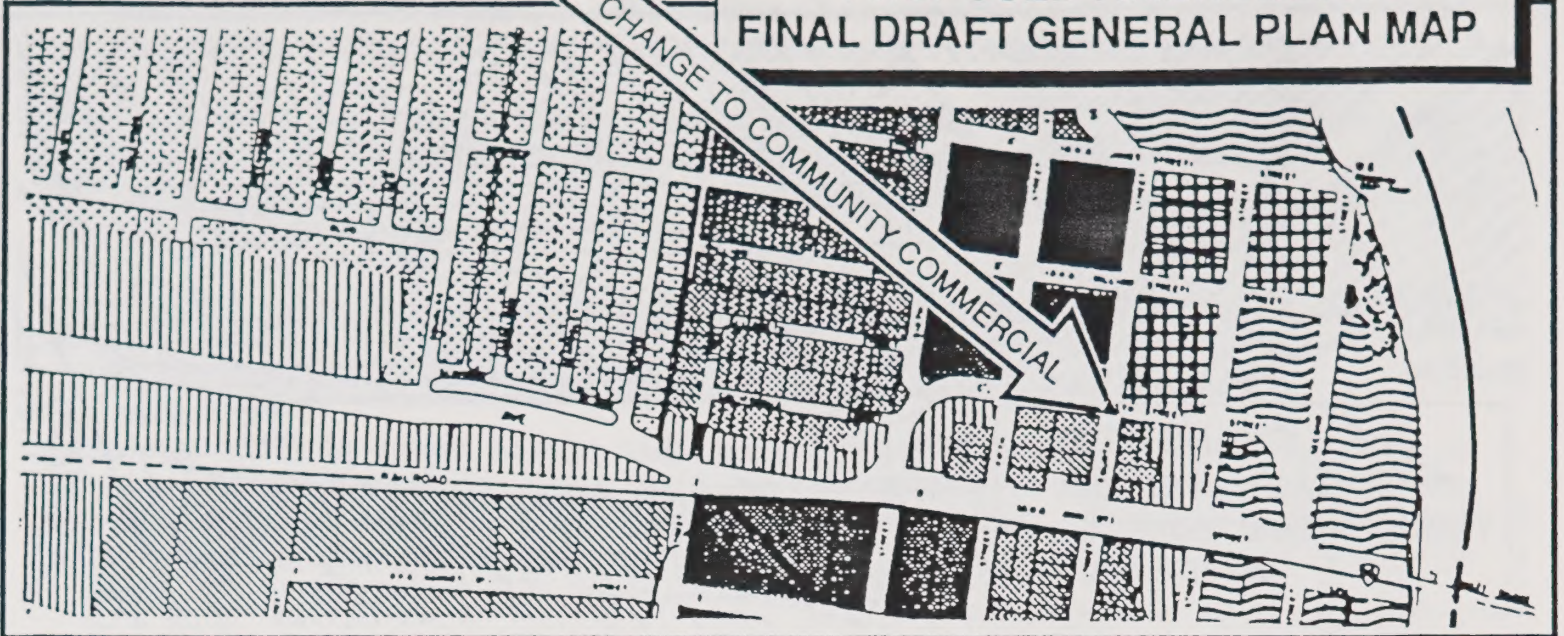


Diagram Change 2 and 3

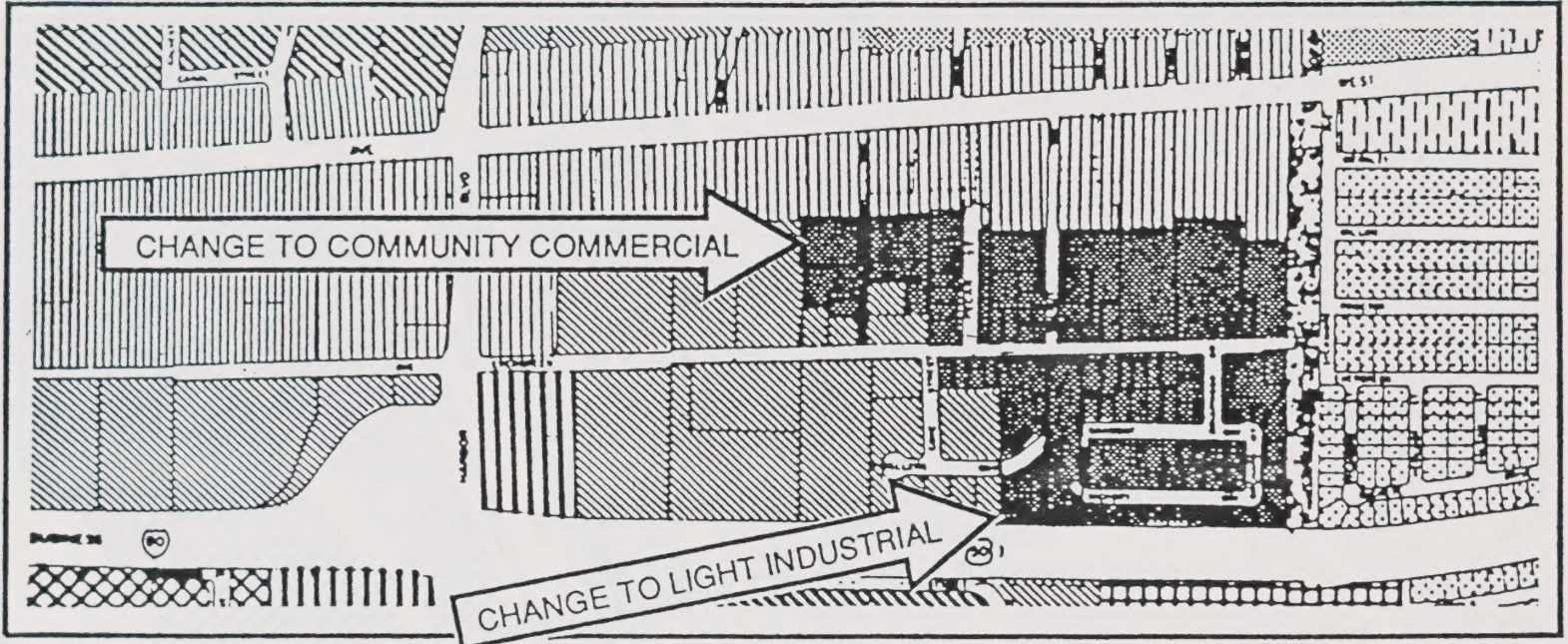
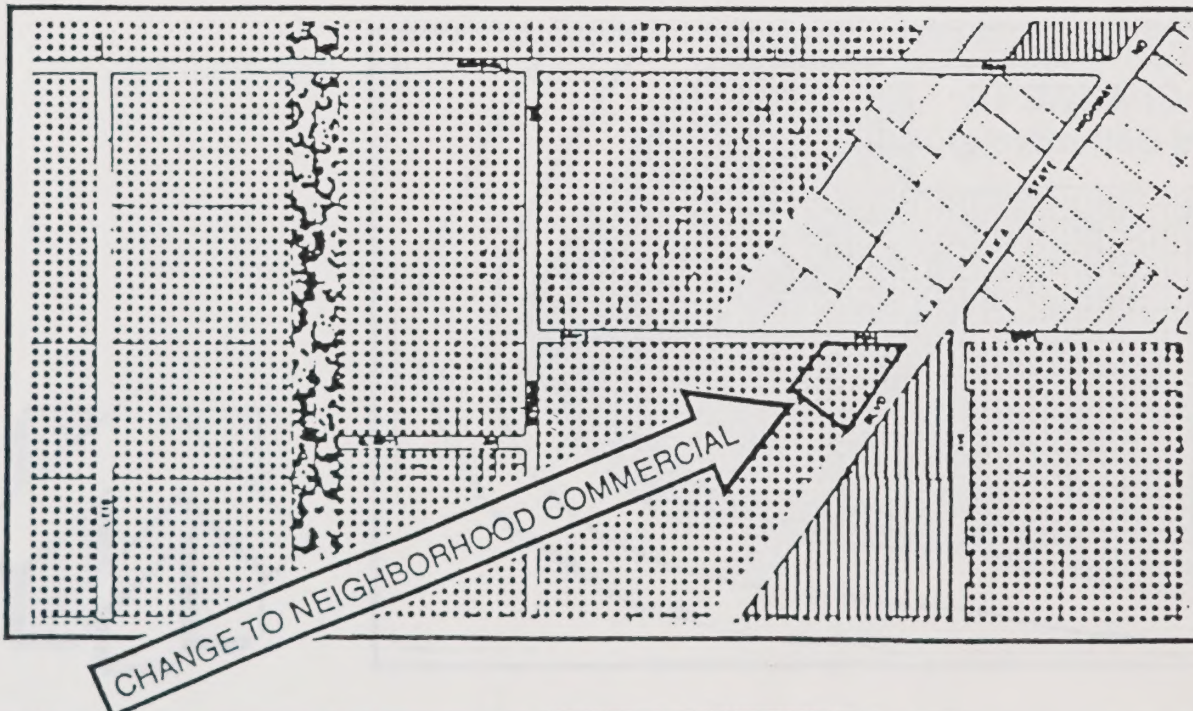
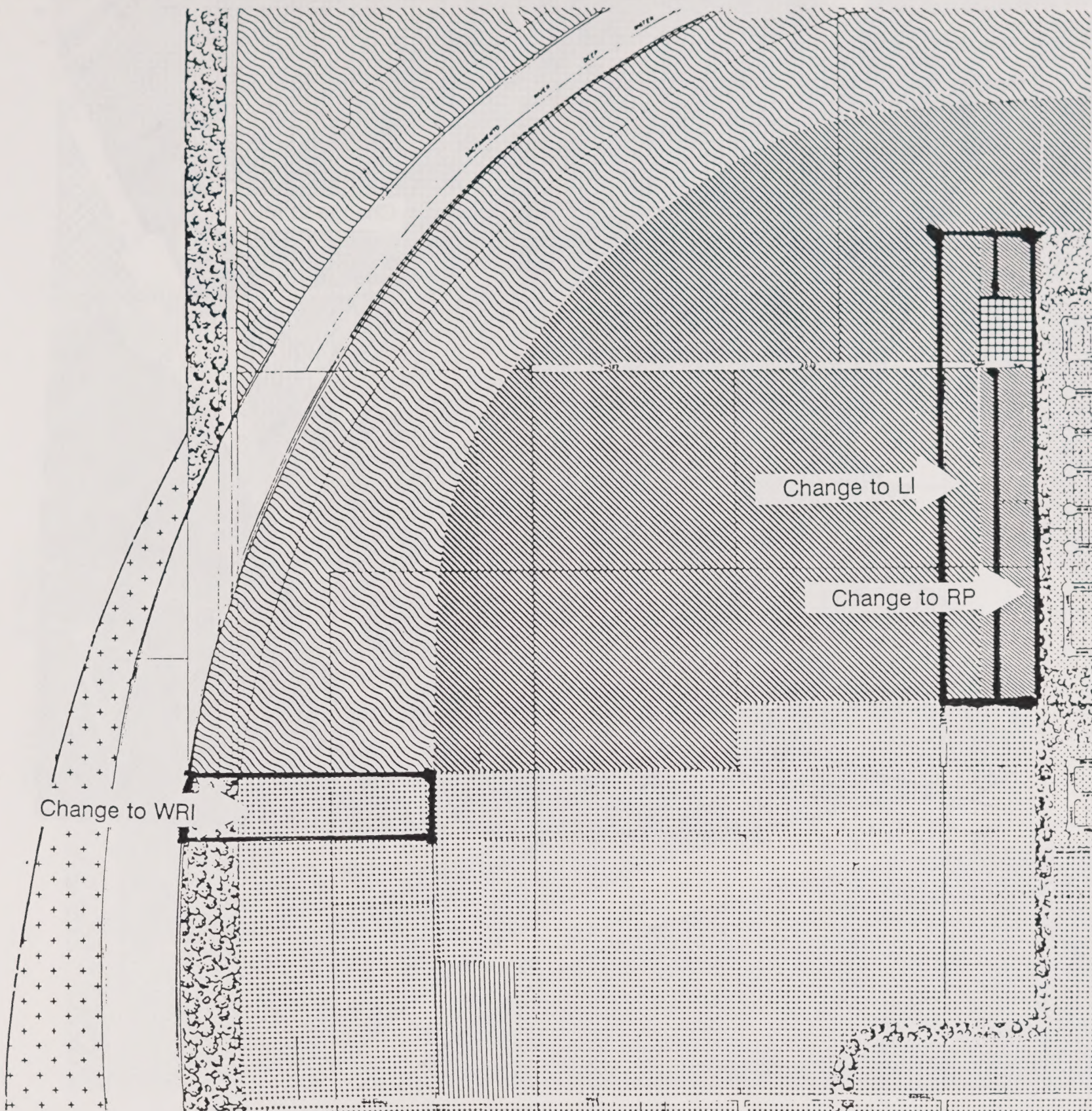


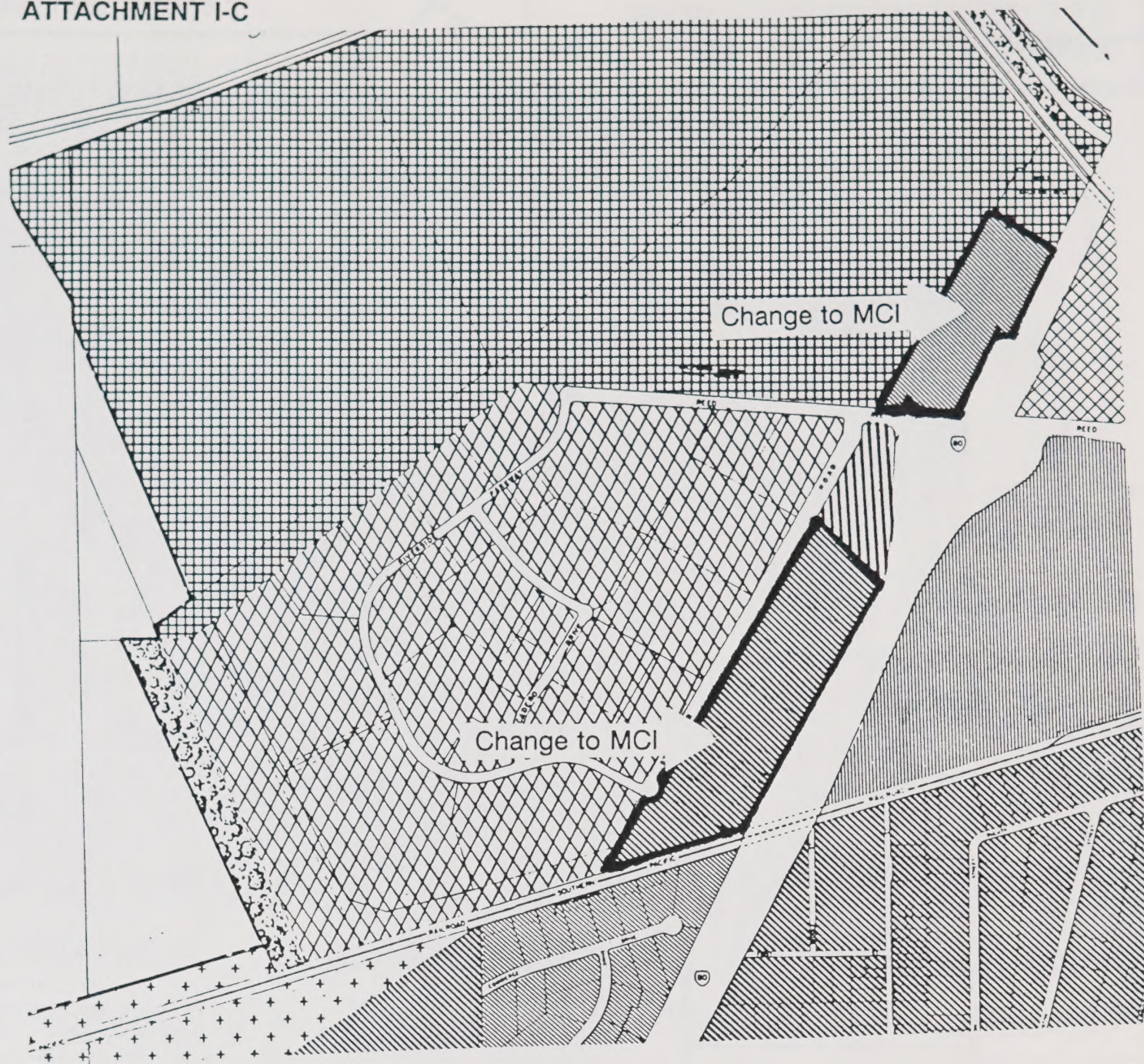
Diagram Change 4



ATTACHMENT I-D

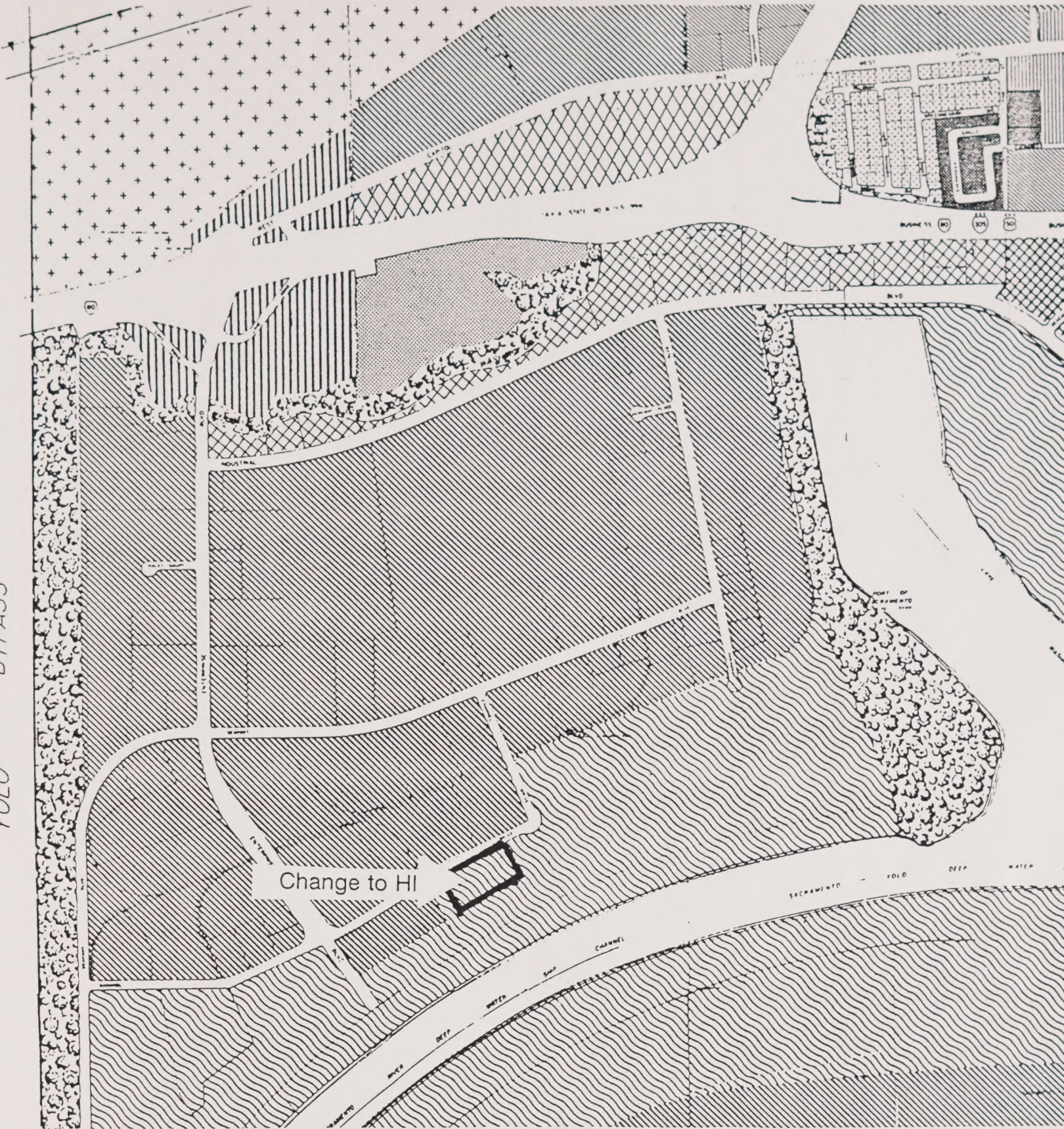


ATTACHMENT I-C



ATTACHMENT I-E

YOLO BYPASS





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